

# Caboolture Morayfield Principal Activity Centre

## Part 2: Implementation

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**Caboolture-Morayfield  
Principal Activity Centre  
Master Plan**

**Part 2 - Implementation**

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**Moreton Bay Regional Council**

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# 1. Introduction

This document is part of the Caboolture Morayfield Principal Activity Centre (CMPAC) Master Plan and should be read in conjunction with Part 1 –Master Plan and other companion parts (Figure 1-1).



**Figure 1.1 CMPAC Master Plan structure**

CMPAC Master Plan seeks to transform the economic and urban landscape of the area to fulfil its role as a Principal Activity Centre. A strategy and plan for implementation is required to achieve the vision and objectives defined in the Master Plan. This document, Part 2 – Implementation Plan, outlines the roles and responsibilities for stakeholders, timeframes, a range of critical key initiatives, as well as the supporting delivery mechanisms of funding and governance, required to facilitate implementation of CMPAC.

Clear roles and responsibilities for stakeholders are required because of the fragmented nature of land tenure in the CMPAC area, and the importance of the Master Plan in delivering community outcomes and benefits. These stakeholders include Moreton Bay Regional Council, the private sector, and the wider community.

A focus on delivering a range of initiatives in the short-term is critical in creating momentum and building investor confidence in the transformation of Caboolture-Morayfield. They will provide the catalyst for ongoing development within CMPAC. These initiatives include catalytic projects, community development initiatives and capital works projects which facilitate long-term development of and investment in CMPAC.

Securing suitable funding for CMPAC is a critical success factor for implementation as CMPAC's success is reliant on the delivery of a program of new and upgraded government and community assets and infrastructure, requiring funding through a range of government and private sector sources.

A governance model that facilitates delivery of CMPAC is another critical success factor for implementation, providing the structure and authority for overseeing or facilitating implementation of the strategic direction and initiatives identified in CMPAC.

This document, Part 2 – Implementation Plan, is a companion document to Part 1 – Master Plan, and details critical actions and supporting delivery mechanisms, to guide Moreton Bay Regional Council on the way forward. It provides detail on the short term implementation activities and deliverables including:

- roles and responsibilities
- timing
- key initiatives
- funding sources
- governance structure.

## 2. Roles and responsibilities

Clear roles and responsibilities are a critical success factor for implementation because of the fragmented nature of land tenure in the CMPAC area. The importance of the Master Plan in delivering community outcomes and benefits results in a diverse range of stakeholders with critical roles in influencing, decision making, funding, and implementation for successful transformation of the area. These stakeholders include Moreton Bay Regional Council, the private sector, and the wider community. Potential roles and responsibilities for each are outlined below for consideration by council.

### 2.1 Council

Many of the catalytic projects, community development initiatives and capital works projects will require Council funding and/or commitment. There is also a recognised need for MBRC to work with other funding agencies to fulfil the Vision of this plan.

The successful delivery of this Master Plan will require a whole of organisation commitment to the strategic direction and vision set out in this Master Plan and subsequent parts. The strategic direction for Council is set out in the MBRC's Corporate Plan which is framed for a five year horizon. This Master Plan aligns with the following components of the MBRC Corporate Plan:

**Our Vision** - A thriving region of opportunity where our communities enjoy a vibrant lifestyle

**Our Mission** - We will serve the community while focussing on excellence and sustainability

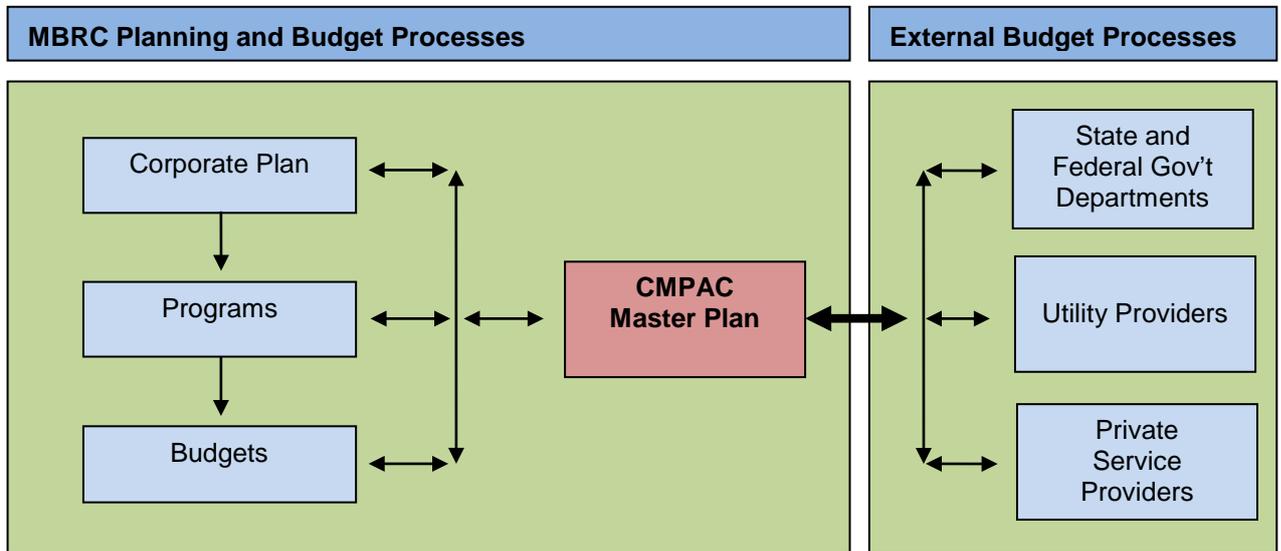
**Strategic Direction** – this component is based on the Quadruple Bottom Line framework. There is a strong alignment between the four sectors and their respective outcomes of the Corporate Plan and this Master Plan. The three themes which are designed to manage the growth of the region are:

- Creating opportunities
- Strengthening communities
- Valuing lifestyle

This implementation plan includes activities which will require input from all sectors and the activities arising from this plan which are likely to be the responsibility of Council are detailed in:

- Strategies in Part 1 Master Plan
- Transport Plan and Capital Works Plan, Part 4
- Infrastructure Plan and Capital Works Plan, Part 5
- Planning Scheme and Built Form Guidelines, Part 6.

The diagram below has been prepared to illustrate how the various components of both the Master Plan and its implementation relate to Council operation and that of relevant external agencies.



**Figure 2.1 CMPAC Master Plan relationship to MBRC and external planning and budget processes**

## 2.2 Private sector

The private sector role is likely to be in the funding and delivery of the catalytic projects and other developments in CMPAC. Representatives of the private sector potentially have a role in the supporting governance structure for the PAC. Full details of this potential role are detailed in s.6 of this document, as well as *Part 3 – Economic Development Strategy*.

## 2.3 Community

The community has an opportunity to support and champion the urban and economic transformation of Caboolture-Morayfield. They will play a critical role in providing input to and feedback on future catalytic developments, and through implementing, supporting, and participating in community activities and initiatives being undertaken in the PAC. There are a number of potential PAC initiatives that can be driven by, or include representation from the community, as outlined below for consideration by council.

### 2.3.1 Community-based initiatives

Community based initiatives have been identified as a critical element in achieving the objectives of the Master Plan through increasing community interest, ownership of, and emotional investment in the future development of the PAC. Community-based initiatives can deliver wide-ranging benefits to CMPAC by strengthening the community, building its self-esteem and actively involving it in the Master Plan implementation. This is particularly important in responding to a range of social issues identified within the

community, including unemployment, access to services, poor urban quality, a perception of high crime rates, and low community self-image and self-esteem. The following is a range of potential community-based initiatives targeted toward community development and capacity building.

### **2.3.1.1 Proposed initiatives**

#### **Youth organisations:**

- work in partnership with Council to develop programs & events that engage young people in redevelopment of CMPAC (e.g. public space redevelopment and activation).

#### **Community arts groups:**

- work in partnership with Council to incorporate public art and heritage trail opportunities in key public spaces
- work with Council to ensure programming of activities at the Caboolture Hub is linked to broader initiatives and events such as the Urban Country Music festival, The Abbey Tournament, the Woodford Folk Festival, school holidays and others.

#### **Hayes Street - based community services:**

- work in partnership with Council to identify options for relocation of the Hayes St-based community services to other sites (such as the proposed multi-tenant community service centre and others).

#### **Other community groups and/or individuals:**

- form an advisory committee to the CMPAC governance structure (or have representation within the structure) in order to influence outcomes for the economic development of the CMPAC
- community-based organisations, such as the Caboolture Region Environmental Education Centre (CREEC), community bushcare groups, community nurseries and local businesses to partner with Council to deliver a range of environmental outcomes for the CMPAC. Some suggested initiatives that local community groups could be involved in include:
  - ▶ establishment of weekly farmers markets in the Caboolture Town Square
  - ▶ establishment of community gardens in the Caboolture Centre at the proposed Caboolture South Riverside Park and other locations
  - ▶ establishment of a community waterwatch group and/or rivercare group
  - ▶ establishment of rebates for sustainable household practices
  - ▶ establishment of waste management and recycling practices in CMPAC.
- community groups to partner with Council, Translink, schools and local businesses to implement transport initiatives which will benefit the community, including:
  - ▶ engage in the development of a TravelSmart Plan for CMPAC

- ▶ engage with Council in implementation of the CMPAC transport plan, which would deliver benefits to the community in terms of public transport improvements and improvements to walking and cycling conditions within CMPAC.

### **3. Timeframes**

Focus on delivering a range of initiatives in the short-term is a critical success factor for implementation. Delivering quick wins in the short-term will create momentum and build investor confidence in the transformation of Caboolture-Morayfield. Delivery of other short-term activities will facilitate those activities requiring longer lead times or more detailed planning.

The projects, actions or initiatives discussed in this document all fall within the short term (1-5 years) timeframe. Other Master Plan supporting documents address actions broken into 5 year intervals of 1-5 years, 5-10 years, 10-15 years and 15-20 years.

The projects, actions or initiatives listed in this and other Parts vary from the spatial, to the non-spatial and across a range of delivery mechanisms. Some will be quick to deliver and require little planning while others will operate on much longer lead times. The timeframe noted against projects, actions or initiatives refers to when project planning should begin.

## 4. Key initiatives

Delivering key initiatives within the short-term (1-5 years) is a success factor for implementation. These short-term initiatives will provide the catalyst for ongoing development within the PAC. They are outlined in the key initiatives summary in Table 4.1 below, including those that are scheduled to be delivered in the short to medium term:

- catalytic projects
- community development initiatives
- capital works projects.

**Table 4.1 CMPAC Key Initiatives summary**

Note: A project may include a package of smaller projects/works; further clarification is required to determine the exact composition of each project; some of the projects may occur simultaneously

Timeframe	Project	Relevant strategy in the Master Plan	Current commitment exists	Precursors required for this project	Consequential actions arising from this project	Responsibility
1-5 years	Adoption of the Master Plan by MBRC; Incorporation of appropriate elements into the new Moreton Bay Regional Council Planning Scheme.	s.4.4 Land use strategy s.4.8 Built form guideline	no			MBRC
1-5 years	Establishment of Governance body for Caboolture ( identified as Precinct 1 and Precinct 2 of land use strategy)	s.4.3 Economic Development	no	- CMPAC Master Plan adopted.	- Lobbying of key projects (both with spatial/ and non spatial implications) within Caboolture Precinct.	MBRC - leading Community sector - contributing Private sector - contributing
1-5 years	Establishment of Caboolture Public Safety Committee	s.4.7 Community development and social infrastructure	no			MBRC - leading Community sector - contributing Private sector - contributing
1-5 years	Caboolture bus interchange site redevelopment - in response to rail upgrade	s.4.6 Transport network strategy	Yes (others, QR)	- Rail upgrade (QR) - Caboolture Precinct Plan – to identify desired long term outcomes.	- James Street site redevelopment - cycle end-of-trip facilities - control park n ride.	MBRC - leading Community sector - contributing Private sector - contributing
1-5 years	Bus service improvement	s.4.6 Transport network strategy	no	- Restructure bus to provide high frequency bus corridors with priority where required.		MBRC - leading Community sector - contributing Private sector - contributing

1-5 years	<p>Civic precinct – King Street – James Street improvement: pedestrian connections from the train station, through the site and to the river, landscape &amp; streetscape work, resolution of parking issues;</p> <p>Including:</p> <p>King Street link (between George Street and Matthew Terrace) – a reduced traffic speed environment</p> <p>Hasking Street/ George Street improvement – the extension of George Street (adjacent to Caboolture Park Shopping Centre) to provide a more direct connection to the Centenary Lakes.</p>	<p>s.4.9 Public domain and open space</p> <p>s.4.6 Transport network strategy</p>	no	<ul style="list-style-type: none"> <li>- resolution of the redevelopment of location of bus interchange</li> <li>- McKean Street/Watt Street Link – the upgrade or strengthening of this link to provide an alternative to Lower King Street.</li> </ul>	- James Street site redevelopment.	<p>MBRC - leading</p> <p>Community sector - contributing</p> <p>Private sector - contributing</p>
1-5 years	<p>Hospital and education precinct redevelopment</p> <p>Including planned expansion &amp; new teaching facilities</p>	<p>s.4.3 Economic development</p> <p>s.4.4. Land use</p> <p>s.4.7 Community development and social infrastructure</p>	Yes (others)	<ul style="list-style-type: none"> <li>- establishment of the Governance body</li> <li>- expansion of hospital functions (some funding committed already)</li> <li>- Caboolture Hospital Precinct Master Plan</li> <li>- cooperation with the DET re: relocation of Caboolture high school &amp; TAFE functions</li> <li>- establishment of the University partner and/or relocation of the QUT/ TAFE functions in proximity to the Hospital site</li> <li>- improved pedestrian connections for Precinct 1 spine.</li> </ul>		<p>MBRC - leading</p> <p>Community sector - contributing</p> <p>Private sector - contributing</p>

1-5 years	James Street site redevelopment	s. 4.5 Staging and catalytic projects strategy	Yes (MBRC)	- Resolution of the redevelopment of location of bus interchange.	- Improved pedestrian links from the train station to the civic precinct & the river.	MBRC
1-5 years	Hayes Street site redevelopment	s. 4.5 Staging and catalytic projects strategy	Yes (MBRC)	- Site investigation & precinct plan.	- Hayes St activation & redevelopment - improved connections to the railway station.	MBRC
1-5 years	Improved pedestrian connections for Precinct 1 spine Hayes Street/ Walker Street/ James Street/ Hasking Street/ George Street	s.4.8 Public domain and open space s.4.6 Transport network strategy	No	- resolution of the redevelopment of the train station & Park 'n' Ride facility - this spine will require a wide, high quality pedestrian & cycle overpass at the railway station to link the western and eastern side of the train station. The spine will require a more direct connection to the Centenary Lakes.	- Hospital & Education precinct redevelopment.	MBRC
1-5 years	Caboolture River and Centenary Lakes public space activation Including, activating the Caboolture River by enhancing pedestrian and cycle connections. This is also a major east-west active transport link for CMPAC Requires upgrade of two river crossings: Rail Bridge (addition of cycle/pedestrian facilities to rail bridge) and Norfolk Esplanade/The Esplanade/Riverview Street pedestrian crossing (CPTED improvements)	s.4.8 Public domain and open space s.4.7 Community development and social infrastructure s.4.6 Transport network strategy	No		- Improved pedestrian connections to the River from Caboolture CBD.	MBRC - leading Community sector - contributing Private sector - contributing

1-5 years	Morayfield Road bus stop relocation (due to ownership issues)	s.4.6 Transport network strategy	Yes (MBRC & others)			MBRC - leading Community sector - contributing Private sector - contributing
immediate	Negotiations with the developer regarding development outcomes on the Precinct 4 in the context of the CMPAC Master Plan	s.4.4. Land use	no			MBRC
1-5 years (committed)	Provision of infrastructure required to support Stage 1 & 2 (committed) of Precinct 4 - Weier Road extension (or Mewett St extension) – connecting Graham Road/ Weier Road through to the Mewett Street/Lower King Street intersection (may be desirable but not essential precursor to Precinct 4) - East-West connection between Morayfield Road and the Graham Road extension	s.4.6 Transport network strategy	Yes (Peet Inc)			MBRC & private developer
1-5 years	Undertake a detailed network analysis to determine stormwater, sewerage and water capacity and likely hydrological issues	s 4.11 Physical infrastructure strategy	No	- CMPAC Master Plan adopted.	- Initiate discussions with utility providers	MBRC
5-10 years	Review CMPAC Master Plan, specifically: - Currency of strategies in the context of regional and sub-regional development - Feedback on implementation tracking	s.4.3 Economic development				MBRC

5-10 years	Initiate discussions with the utilities provider regarding the long term (15+ years) implications of CMPAC growth on water and waste water infrastructure & opportunities for sustainable infrastructure.	s.4.11 Physical infrastructure strategy	no			MBRC
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## 5. Funding sources

Securing suitable funding for CMPAC is a critical success factor for implementation. CMPAC's success is reliant on delivery of a program of new and upgraded government and community assets, which require funding through a range of government and private sector sources. These sources will include Moreton Bay Regional Council, state government, federal government and the private sector.

Further exploration of potential partnership approaches across these tiers is also recommended. These partnerships may include alliances and public private partnerships to deliver major infrastructure within the PAC. Exploration of other commercial arrangements and incentives (including fiscal incentives and enticements, as well as facilitative taxation regimes) is also recommended.

A key challenge for CMPAC implementation moving forward will be keeping up with the ever changing array of funding mechanisms available. This chapter provides a brief overview of the potential funding mechanisms across each tier currently available for consideration.

### 5.1 Local government – Moreton Bay Regional Council

#### 5.1.1 Rates, levies and charges

Fiscal mechanisms generally refer to taxes, charges and levies in their various forms. Council's principal mechanisms include rates, infrastructure contributions and other special charges, described as follows:

##### 5.1.1.1 Rates

Rates are the primary income-generating tax levied by local government on land owners within their local government area. Revenue generated from rates can be used for purposes such as water, wastewater and waste management services.

MBRC imposes a general rating system known as 'differential rating' whereby each property within MBRC area is assigned a particular category, and a different rate in the dollar applied to each category. Land can be classified for differential rating in a number of ways including land ownership and occupancy, valuation levels, location and land use, giving Council considerable flexibility.

Council can impose a 'special' rate to raise money from some property owners who receive a specific benefit from the provision of a service, facility or activity. Typical examples include canal levies or special road upgrade levies. A special CMPAC rate could be levied on CMPAC land owners as the major beneficiaries of the upgrades and improvements associated with the CMPAC Master Plan. Council is also able to charge a 'separate' rate for a service. Revenue raised from special rates and separate rates must be spent on the specific purpose for which they were nominated. For example Council can levy a tax per parking space and then use the funds from that levy to fund a particular initiative such as the provision of additional bicycle facilities.

### **5.1.1.2 Infrastructure levies**

Infrastructure levies are to fund infrastructure items such as roads, drainage and other essential community infrastructure. Infrastructure levies are usually payable by the developer when a permit for development is approved.

### **5.1.1.3 Other charges**

Value uplift levy – Also known as a ‘betterment tax’, a value uplift levy is a tax drawn on the ‘value uplift’ that occurs where a planning decision or provision of infrastructure results in an increase in land value. The rationale is to capture some of the value uplift for the community that created it.

Utility charges – An annual utility charge for the provision of water, gas, sewerage or refuse collection services can be used to provide an additional contribution for the delivery of new infrastructure.

## **5.1.2 Council’s annual budget**

Council’s annual budget is a further funding source. In the 2012/13 year, MBRC’s total operating revenue is \$398 million with operational expenditure. MBRC could allocate funding in future budgets specifically for the implementation of the CMPAC Master Plan.

## **5.1.3 Grants and funding opportunities for community groups**

Local governments provide grants and funding opportunities to local groups and organisations. Providing financial support at a ‘grass-roots’ level can assist in building community capacity and social capital.

Specific funding opportunities include:

- Regional Arts Development Fund – providing support for arts, culture and heritage development activities. This is funded by The Regional Arts Development Fund, a partnership between Moreton Bay Regional Council and the Queensland Government.
- Community Grants Program – to support the region’s sporting and community groups, MBRC grants funding and can arrange favourable loan arrangements for suitable local organisations.

## **5.1.4 Other strategies**

Council could consider the sale of surplus assets (including land holdings) and redirect those funds towards implementation of initiatives within CMPAC that demonstrate clear community benefit.

## **5.2 Queensland State Government**

The Queensland Government offers a number of funding arrangements that may be suitable to either fully or partially fund facets of the CMPAC Master Plan. Funding can be

'strategic' with a view to generate as much interest, and subsequent funding, from the private sector as possible. Other funding opportunities include various grants administered by government departments.

### **5.2.1 Queensland Infrastructure Plan**

The Queensland Infrastructure Plan (QIP) sets the strategic platform to guide the planning, prioritisation and sequencing of infrastructure. The plan provides a high level picture of the state's key infrastructure requirements to address growth in and across our regions. The QIP may provide opportunities to support the implementation of the CMPAC Master Plan.

### **5.2.2 State grants**

Various grants are available to develop and run programs, upgrade or construct new infrastructure or buy and upgrade equipment. Grants are available for non-profit and profit organisations, educational institutions and local councils. Some examples of the opportunities from previous funding programs that may be relevant to the implementation of the CMPAC Master Plan are identified below:

- Natural Resources Awareness Grants (Department of Education and Training) – funding is available to support community groups to promote the importance of natural resources.
- Major Facilities Program (Department of Communities) – funding to develop and enhance sport and active recreation infrastructure to meet community participation needs. Successful applicants can receive funding ranging from \$100,000 through to a maximum of \$1.5 million.
- Minor Facilities Program (Department of Communities) – funding for minor construction, extension or upgrade works to sport and recreation facilities. Funding up to 67% of the total eligible project costs to a maximum of \$134,000 is available to successful applicants.
- Sport and Recreation Infrastructure Program (Department of Communities) - provide contributions towards the development or construction of infrastructure for participation in structured and unstructured sport or recreation. Funding is dependent upon the total eligible costs for the project.
- Arts Queensland (Department of Premier and Cabinet) – Arts Queensland provides funding to organisations and individuals, including the 'Grittier Places' program, with up to \$50,000 available in matching funding to local councils to transform disused or underutilised council owned facilities into creative spaces and places.
- Community Benefits Funds (Department of Employment, Economic Development and Innovation) – provides funding to a variety of community programs for not-for-profit organisations including the Jupiter's Casino Community Benefit Fund.
- Local Government Grants and Subsidies Program (Department of Infrastructure and Planning) - The Local Government Grants and Subsidies Program (LGGSP) provides \$45 million in funding to Local Governments with limited capacity to fund

necessary community infrastructure. This program funding is available from 1 July 2011.

### 5.3 Federal Government

Federal funding available for the implementation of the CMPAC Master Plan is generally limited, however there are 'niche' areas (particularly arts and heritage) that provide access to federal grants. Other initiatives are associated with the Nation Building Economic Stimulus Plan, as described below.

- Regional Development Australia (RDA) is a recent partnership initiative between the Australian, state, territory and local governments to support the growth and development of Australia's regions. The RDA Committee, responsible for the implementation of the Moreton Bay Regional Roadmap, will endeavour to support the Moreton Bay Regional Council to secure Federal and State Government funding to increase investment in regional infrastructure and services to match the current and forecast population growth. The RDA Moreton Bay Regional Roadmap is available at: <http://rdamoretonbay.org.au/index.php/regional-roadmap.html>.
- Nation Building Economic Stimulus Plan – the federal government set up the economic stimulus plan in 2008 to support the economy primarily by providing investment in Australian infrastructure. Many of the projects are administered by the Department of Infrastructure and Transport including road and rail projects. Other facets of the plan include funding for projects which will have lasting benefits for communities including funding for local government to build and renew local infrastructure such as community centres, town halls, park and playgrounds, pool and sports facilities.
- Green Building Fund – administered by AusIndustry, the Australian Government's principal business program delivery division in the Department of Innovation, Industry, Science and Research, the Green Building Fund offers grants to eligible applicants to help them reduce their energy consumption, by retro-fitting or retro-commissioning existing commercial office buildings. The next round of the program is expected to be called once the details of the expansion of the program to include shopping centres and hotels has been finalised.
- Australian Council for the Arts – As the federal government's arts funding body the Australian Council for the Arts administers a number of grants and funding available to individuals and civic institutions in order to support the creation and enjoyment of the arts.
- National Historic Sites (NHS) program - Australian Government funding is available via the National Historic Sites program. Funding is available to assist in the maintenance and conservation of significant historic sites.

### 5.4 Private sector and government partnerships

There are two principal ways the private sector can invest in the implementation of the CMPAC Master Plan: developer contributions and public-private partnerships, described as follows:

- Development contributions are imposed as a condition of development consent and can take the form of a monetary contribution, a dedication of land or facilities for a public use, or a combination of both.
- Public-private partnerships, or 'PPPs' are a contractual arrangement between the public and private sector to deliver infrastructure, and will generally make the private sector party financially responsible not only for building the infrastructure, but also for its ongoing operation and maintenance. The Council of Australian Governments endorsed the National Public Private Partnership Policy and Guidelines in 2008 requiring all Australian, State and Territory Government agencies to apply the National Policy and Guidelines. The National Policy and Guidelines can be accessed via the Australian Government's Infrastructure Australia website.

## 6. Governance model

A governance model that facilitates delivery of CMPAC is a critical success factor for implementation. The governance model provides the structure and authority for overseeing or facilitating implementation of the strategic direction and initiatives identified in CMPAC. The implementation of an appropriate institutional structure will require significant cooperation, particularly between Local and State Governments, and other stakeholders. The capacity of the institutional structure to carry out its responsibilities in the long term will ultimately be dependent on the proactive planning and in-kind support of MBRC.

This section outlines potential models, and a detailed proposed model for further consideration by council. PB recommends that the final agreed governance structure for CMPAC should be consistent with council's policy.

### 6.1 Potential models

Council could consider a range of potential governance models to facilitate delivery of CMPAC. These range from a committee structure within council, comprised entirely of council staff and elected members, to a full independently funded and managed entity with delegated authority to deliver CMPAC (for example, a *Southbank Corporation* model). A model is proposed below that sits in the centre of this continuum. Council may wish to tailor the proposed model to have more or less responsibility and accountability, as well as membership mix, to suit council's governance and risk profile, and priorities.

### 6.2 Proposed model

#### 6.2.1 Rationale

Governance, in the context of this Implementation Plan, refers to the political structures and mechanisms used to authoritatively allocate resources and exercise control and co-ordination. Governance represents a movement away from government by the state, towards a more diffuse form of political power, where influence over the economic and social development of a locality is exerted by a range of state and non-state actors.

The concept of 'governance' thus implies a change from an expectation that planning and public policy making is the sole responsibility of formal government, to an expectation that planning and public policy making also incorporates a role for the private and community sector. In this way, it is anticipated that the delivery of CMPAC will be more responsive to the needs and interests of the community than could be achieved by government alone. Similarly, as in all revitalisation areas, individuals, groups, businesses and localities each make self-interested decisions in an environment of market uncertainty. A governance perspective therefore encourages collaboration between public, private and non-profit sectors to achieve mutual goals for the locality, while coordinating the various interests of each group in a way that will generate a positive outcome for the local economy.

## 6.2.2 Proposed Model

For CMPAC to develop into a fully operational principal activity centre a suitable governance structure should be developed to oversee the development and delivery of the vision. MBRC will be required to establish the governance mechanism for CMPAC. This mechanism will function alongside the delivery partners and key stakeholders. Establishing the governance structure early is critical to achieve desirable long-term development objectives and to avoid compromised outcomes and inefficient use of resources.

### 6.2.2.1 Composition

It is recommended that an autonomous CMPAC Economic Development Board (the Board) is established by the MBRC to oversee delivery of the CMPAC Economic Development Strategy. The Board will bring together eight (8) key stakeholders from a variety of public and private sectors to provide guidance on, and high-level oversight of the implementation of the strategy.

A key role of the Board is to identify and secure the finances and resources required to support the implementation of the CMPAC Master Plan. The Board is also responsible for managing risks, ensuring that resources are used responsibly and to maintain transparency and accountability in decision making.

The key elements of the Board structure are as follows:

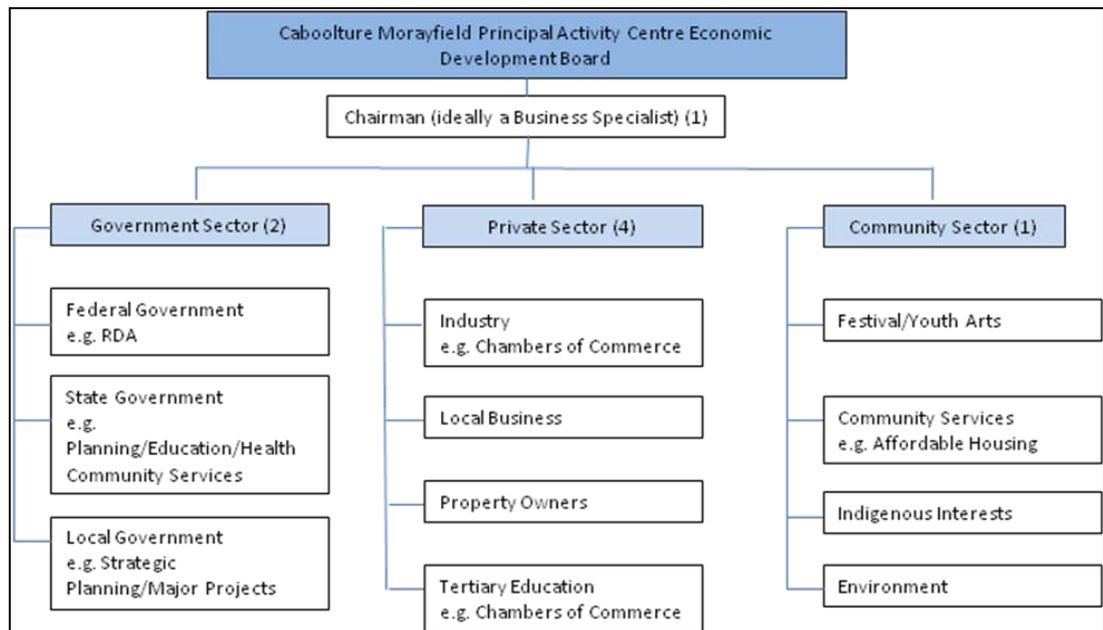
- the Board should include representatives from federal, state and local government, with two (2) government representatives to be elected in total
- this will be supplemented by four (4) non-government representatives from key market sectors. These sectors may potentially include; local business, industry, property owners or tertiary education institutions
- one (1) representative, as a minimum, will be selected from a broadly conceived 'community' sector. Potential representatives should be selected from the following areas: environment, Aboriginal and Torres Strait Islander, human services, local community groups and education and other support services.

The Board will be chaired by a respected industry leader or business specialist with specific skills in events management, business development or marketing. The Board will report regularly to the Mayor of MBRC on issues in progressing implementation of the Master Plan. It will also be responsible for the development of key performance indicators and related procedures for periodically monitoring and reporting progress.

Over the implementation of the Master Plan, subcommittee groups will be established to provide advice and leadership at a practical level for specific elements of the Master Plan. These groups will include opportunities for people from the broader community to play a key role in progressing implementation of the Master Plan.

In seeking to link directly with other government strategies, it is further recommended that a position on the Board is prioritised for a Moreton Bay Regional Development Australia (RDA) committee member. This structure would facilitate partnership and integration with other existing governance committee structures.

Figure 6.1 provides an overview of the potential structure for CMPAC Economic Development Board and suggests key fields from which participants should be drawn.



**Figure 6.1 Potential structure for CMPAC Economic Development Board**

The CPMAC Economic Development Board is not intended to replace or add to any formal existing government bodies. Rather, it is intended to supplement local government and its ability to implement CMPAC through the participation of people with sectoral and local expertise.

### 6.2.2.2 Board characteristics

The key characteristics of the proposed governance model (board) are:

- cross jurisdictional governance (vertical integration)
- input from all relevant sectors (horizontal integration)
- a cross spatial boundary mandate
- risk management rather than risk mitigation decision-making
- access to variety of revenue streams
- attraction of appropriately skilled board and executive

These characteristics are explained in more detail below.

#### **Cross jurisdictional governance (vertical integration)**

The economic drivers and influences at regional and sub-regional levels need to be clearly understood so that decision-makers are able to respond and adapt in an effective and timely manner. The governance structure overseeing the CMPAC Economic Strategy will encompass representatives from both regional-council and state level agencies (vertical integration) to ensure that decisions are based upon appropriate

knowledge, skills and abilities. A vertically-integrated governance structure has better access to resources and a broader economic perspective, which will assist in delivering targeted and successful initiatives.

### **Input from all relevant sectors (horizontal integration)**

Successful delivery of sub-regional economic development initiatives cannot be exclusively public-sector driven.

Achievement of optimal outcomes stem from strong, open communication channels with a variety of stakeholders, in particular private export-oriented industry, infrastructure providers and funders who would contribute to the development of competitive operating environments. The CMPAC decision making body would need to be proactive in capturing the expertise and inputs formally and informally from such stakeholders. This requires not only consultation, but also participation at board level by a range of sectors, with the public sector not necessarily holding a majority vote.

### **Cross-Boundary Mandate**

Spatial boundaries which apply to the economic development governance model need to be considered carefully. For the CMPAC Economic Development Board to successfully impact on the employment conditions of MBRC, the Agency's mandate would need to reach beyond the boundaries of the CMPAC development. For a sub-regional innovation governance agency to be effective, it should have within its authority:

- significant components of strategic industry value chains (or the potential to develop such value chains)
- viable economic infrastructure (including transport, telecommunications, education)
- a sizable available labour force
- ability to source revenue from a variety of sources.

As such, the governance structure mandate will need to include the ability to identify and invest in projects within broader MBRC, and actively partner with public and private sector actors within these areas.

### **Risk Management Paradigm**

There is an inherent risk of failure associated with entrepreneurial projects, with revision and revitalisation being important elements of any dynamic innovation-oriented system. Decision-making within the CMPAC Economic Development Governance Structure should be mindful of the need to take considered risks in project selection if the best possible employment outcomes are to be achieved. A risk-management paradigm should be adopted that provides a way of assessing such risk and the economic governance structure should seek to allocate resources (including time and knowledge) to a select group of key projects.

### **Access to a Variety of Revenue Streams**

The CMPAC Economic Development Strategy requires a governance model that allows for locally oriented expenditure based upon in-depth knowledge of the regional economy. This expenditure should involve a wide range of areas including business investment and provision of capital, public private partnerships and infrastructure investment. Current

regional innovation models are characterised by funding for specific uses, resulting in a lack of empowerment and flexibility for regional innovation initiatives. Through the raising of revenue using per-lot employment levies or levying of additional rates from business and property owners within a business improvement district, the CMPAC development governance structure could have access to a significant pool of capital. Targeted investment of this capital may result in these resources acting as seed funding for larger investment by public and private enterprises, as well as a source of further revenue streams (e.g. through equity holdings in seeded companies). The governance structure would need to have both the mandate and expertise to utilise this funding across all potential scenarios identified within the CMPAC Economic Development Strategy.

### **Attraction of Appropriately Skilled Board and Executive**

An effective Economic Development Governance Structure for CMPAC requires experience relevant to all aspects of innovation. Adequate resources should be allocated for the attraction and retention of a quality board, and policy frameworks should be employed to influence appropriate mixes of expertise. A perpetual effort is required in determining suitable people and competitively resourcing positions.