



SUPPLEMENTARY AGENDA

General Meeting - 533

23 June 2021

LIST OF SUPPLEMENTARY ITEMS

for consideration within the respective section of the General Meeting

10. OFFICERS' REPORTS TO COUNCIL (conducted in Sessions) cont'd	3
<i>(as referred by the Chief Executive Officer)</i>	
5 COMMUNITY & ENVIRONMENTAL SERVICES SESSION (Cr M Gillam)	4
ITEM 5.7	4
REDCLIFFE SHOWGROUNDS CARPARK	
REPORT DETAIL	
SUPPORTING INFORMATION	
#1 Redcliffe Showgrounds Carpark - Redcliffe Showgrounds Reserve, 1 Lamington Drive, Redcliffe	
Confidential #2 Sub Lease	
Confidential #3 Letter from Metro North Hospital and Health Service 22 Mar 2021	
Confidential #4 Letter to Redcliffe Agricultural, Horticultural & Industrial Society Inc. 28 Jan 2021	
Confidential #5 Letter from Redcliffe Agricultural, Horticultural & Industrial Society Inc. 5 Feb 2021	
Confidential #6 Letter from Redcliffe Agricultural, Horticultural & Industrial Society Inc. 12 May 2021	
Confidential #7 Letter from Redcliffe Agricultural, Horticultural & Industrial Society Inc. 12 May 2021	

10. OFFICERS' REPORTS TO COUNCIL (conducted in Sessions) cont'd

(as referred by the Chief Executive Officer)

Consideration of officers' reports as referred by the Chief Executive Officer, to be conducted in Sessions.

The appointed Portfolio Councillor will facilitate the conduct of the respective session under the control of the Mayor as the Presiding Officer.

Session	Portfolio Councillor	Deputy Portfolio Councillor
1 Governance & Engagement	Cr P Flannery (Mayor)	Cr D Sims (Deputy Mayor)
2 Infrastructure Planning	Cr A Hain	C T Latter
3 Engineering, Construction & Maintenance	Cr B Savige	Cr C Tonks
4 Planning	Cr D Grimwade	Cr K Winchester / Cr M Booth
5 Community & Environmental Services	Cr M Gillam	Cr S Ruck
6 Finance & Corporate Services	Cr M Constance	Cr J Shipway

5 COMMUNITY & ENVIRONMENTAL SERVICES SESSION

(Cr M Gillam)

**ITEM 5.7
REDCLIFFE SHOWGROUNDS CARPARK**

Meeting / Session: 5 COMMUNITY & ENVIRONMENTAL SERVICES
Reference: 62315553 : 18 June 2021 - **Refer Supporting Information 62315618 Refer Confidential Supporting Information 62315661, 62315686, 62315704, 62315727, 62315742, 62315786**
Responsible Officer: MM, Manager - Community services, Sport and Recreation (CES Community Services, Sport & Recreation)

Executive Summary

In the 2018/19 financial year, the Queensland Government Department of Health (Queensland Health) constructed a bitumen carpark at the Redcliffe Showgrounds (*refer Supporting Information #1*) for temporary use by Redcliffe Hospital staff during the construction of the new Redcliffe Hospital multistorey carpark. The costs associated with the construction were approximately \$400,000 and were funded by the Queensland Government.

Following the opening of the Redcliffe Hospital multistorey carpark in September of 2020, the approved use of the carpark for Redcliffe Hospital staff parking ceased in accordance with the sub-lease agreement between Queensland Health and the Redcliffe Agricultural and Horticultural Society (lessee of the Redcliffe Showgrounds).

Since October 2020, Council, as the lawful owner of the asset, has been in discussions with the Redcliffe Agricultural and Horticultural Society (Show Society), Queensland Health and other community and site stakeholders regarding the future of the bitumen carpark. In addition to these discussions, Council has received representations from several stakeholders, some strongly advocating for the retainment of the carpark, and others for the removal of the carpark.

Under the sub-lease agreement between Queensland Health and the Show Society (*refer Confidential Supporting Information #2*) which governed the initial construction of the carpark, there is provision for Queensland Health to undertake the removal of the bitumen surface and return the area to grassed open space. It is estimated that the cost of these works would be approximately \$100,000 and would be the responsibility of Queensland Health to fund.

Queensland Health has recently advised Council that a decision regarding whether the carpark is to be retained or removed, is required by 30 June 2021. Accordingly, this report details the core considerations and impacts associated with this decision, the various options for Council's consideration and the recommendations of Council officers.

OFFICER'S RECOMMENDATION

1. That Council retains the carpark constructed by Queensland Health at the Redcliffe Showgrounds, either in part or in full.
2. That Council adopts its preferred retainment option as detailed in Table 2.1 of this report, either:
 - a) Option 1 - Full retainment; or
 - b) Option 2 - Partial retainment of approximately 33% of the car parking spaces; or
 - c) Option 3 - Partial retainment of not less than 50% of the car parking spaces.
3. Should Council resolve to adopt Option 2 or 3, that pursuant to section 257 of the Local Government Act 2009, Council delegates to the Chief Executive Officer the authority to take all action necessary including, but not limited to, determining the design and portion of the carpark area to be retained.

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

REPORT DETAIL

1. Background

The Redcliffe Showgrounds is 14.6 ha and located at 1 Lamington Drive, Redcliffe (*refer Supporting Information #1*). The land is owned by the Queensland Government and provided to Council in trust, with a reserve purpose of 'Showgrounds Reserve'. The site has long been managed and activated by the Redcliffe Show Society under a trustee lease (lease) agreement with Council.

The Redcliffe Showgrounds is located in close proximity to the Redcliffe Activity Centre and performs a key role as a community and events precinct for the Redcliffe Peninsula, and broader Moreton Bay region. The site is also home to various community groups and events / activities, including but not limited to the Show Society and the annual Redcliffe Show.

In mid-2018, Queensland Health approached Council seeking its support to utilise the Redcliffe Showgrounds for the construction of a bitumen carpark for temporary use by Redcliffe Hospital staff during the construction of the new multistorey carpark at the Redcliffe Hospital.

Following approval from the Queensland Government Department of Resources, Council and the Show Society, Queensland Health entered into a sub-lease (Agreement) with the Show Society (as the head-lessee for the site) in September 2018 for the construction of a 264 space bitumen carpark in the North-West corner of the Showgrounds reserve (*refer Supporting Information #1*). The carpark was subsequently constructed by Queensland Health at a cost of approximately \$400,000 to the Queensland Government.

In addition to providing Queensland Health with use of the carpark throughout the term of the Agreement, the Agreement (*refer Confidential Supporting Information #2*) also made provision for Queensland Health to remove the carpark and return the site to grassed open space once the use had ceased. The estimated costs associated with Queensland Health removing the carpark and remediating the site is approximately \$100,000.

Following the conclusion of Queensland Health's use of the carpark in September 2018, the Show Society called a Special General Meeting on 8 September 2020 to consider whether the carpark should be removed, and the site returned to grassed open space, or whether it should be retained for ongoing use associated with the Showgrounds operations. At this meeting, it was resolved by the Show Society that the carpark should be removed by Queensland Health.

Under the lease agreement between Council and the Show Society, all fixed improvements on the site are considered Council assets and can only be removed with Council's express consent to do so. This position has been confirmed by Council's Legal Services department and acknowledged by Queensland Health (*refer Confidential Supporting Information #3*).

From 10 September 2020, Council commenced receiving representations from various site stakeholders seeking for the carpark to be retained for: ongoing use as a hardstand events area; carparking for events and activities occurring on the Showgrounds; and overflow car parking for major events occurring on the Redcliffe Peninsula.

At its 7 October 2020 General Meeting, Council passed a resolution requesting that Council officers work with the Show Society to retain the carpark for the benefit of the Showgrounds and the broader community, and for the outcome to be reported back to Council. The following resolution appears on minute page 20/1788 of Council's 7 October 2020 General Meeting.

RESOLUTION

1. That Council recognise the Redcliffe Showgrounds as an important community and events precinct for the region.
2. That Council officers work with the Redcliffe Agricultural and Industrial Society (Redcliffe Show Society) to retain the car park built by Queensland Health for the expansion of the Redcliffe Hospital at a considerable cost to taxpayers, for the benefit of the Showgrounds and the broader community and that the outcome be reported back to Council.

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

Since this resolution of Council, officers have extensively liaised and corresponded with the Redcliffe Show Society regarding its concerns associated with the proposed retainment of the carpark, however agreement is yet to be reached between the two parties. Key communications dated 28 January 2021, 5 February 2021, and 12 May 2021 between Council and the Redcliffe Show Society are provided in *Confidential Supporting Information #4, #5 and #6*. This series of communications encapsulates the key points of consideration expressed by the Redcliffe Show Society regarding the retainment, or otherwise, of the carpark. Further, the correspondence advises Council that the Redcliffe Show Society were unaware that Council would ultimately be responsible for determining whether the carpark was to be retained or removed, and that if they were, its Committee would likely have never agreed to the carpark being installed by Queensland Health.

In addition to communications between Council, Redcliffe Show Society and other stakeholders, on 9 and 10 March 2021, Moreton Daily and the Redcliffe and Bayside Herald undertook online polls to canvas community views on whether the carpark should be removed or retained. The results from these polls can be viewed on the Facebook social media sites of Moreton Daily and the Redcliffe and Bayside Herald.

On 24 March and 16 June 2021, Council Briefings were undertaken for the purposes of providing updates to Council on communications between the relevant parties, and to seek Council's views on the various options available. In accordance with Council's decision-making framework, extracts from the minutes of each briefing are provided below.

24 MARCH 2021 COUNCIL BRIEFING NO. 8 - SHOW SOCIETY
The CEO noted the way forward: <ul style="list-style-type: none">• Support for carpark located on site at Redcliffe Showgrounds to be retained;• Council officers to make contact with the Redcliffe Show Society to provide them with an update of discussions from today's Council Briefing Session;• Council to outline to Show Society the intended use/s for the said car park moving forward;• A report to come to a future Council Meeting for consideration to adopt retaining the carpark at the Redcliffe Showgrounds site.

16 JUNE 2021 COUNCIL BRIEFING NO. 8 - REDCLIFFE SHOWGROUNDS CARPARK
The CEO noted the way forward: <ul style="list-style-type: none">• A detailed report to be brought to the 23 June 2021 Council Meeting to determine whether the Redcliffe Showgrounds carpark should be retained.

In early June 2021, Queensland Health advised Council that, as the asset owner and decision making authority, Council must determine by 30 June 2021 whether the carpark is to be retained or removed. Should such advice not be provided to Queensland Health by this date, Queensland Health have advised that a budgetary allocation for the carpark removal works and site remediation may no longer be available. Accordingly, this report details a series of options related to the future of the carpark and seeks Council's direction prior to this deadline.

2. Explanation of Item

Since September 2020, Council officers have liaised, corresponded and worked with the Redcliffe Show Society, Queensland Health and various other site stakeholders to gain a comprehensive understanding of the various views associated with the proposed retainment of the Redcliffe Showgrounds carpark. However, to-date, agreement as to whether the carpark should remain, or be removed has not been achieved.

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

Emerging from the various stakeholder communications and officer investigations are four predominant options for the Redcliffe Showgrounds carpark. These options are detailed in Table 2.1 below, along with an assessment of the various stakeholder impacts and considerations for Council.

Table 2.1 Options, impacts and considerations

No.	Option	Impacts and consideration
1.	Full retainment of the carpark	<p>As a key events precinct for the Redcliffe Peninsula, the Redcliffe Showgrounds plays host to many significant community events and activities each year, including, but not limited to the annual Redcliffe Show.</p> <p>In addition to hosting events, the Redcliffe Showgrounds also performs a key function as an overflow car parking area for other major events occurring across the Redcliffe Peninsula (eg. Redcliffe Kite Fest).</p> <p>If the carpark was to be retained in full, the continued availability of a 264 space carpark is considered to be of significant value as:</p> <ul style="list-style-type: none"> • All-weather car parking for major events occurring across the Redcliffe Peninsula; • An all-weather hardstand area for events and activities occurring at the Redcliffe Showgrounds; and • An all-weather carparking area for events and activities occurring at the Redcliffe Showgrounds. <p>As detailed in the correspondence provided in <i>Confidential Supporting Information #5 and 6</i>, the Show Society does not support this option and has cited various concerns associated with ongoing use of the carpark and impacts for the annual Redcliffe Show. However, representations received from other site stakeholders and viewpoints expressed through the recent community polls undertaken by Moreton Daily and Redcliffe and Bayside Herald suggest a level of community support for full retainment of the carpark.</p> <p>Should Council choose to support this option, it is acknowledged that the Redcliffe Show Society may be required to make a number of modifications to the configuration of its annual Redcliffe Show. These are likely to be similar to the modifications made for the 2021 Redcliffe Show, which will be conducted with the 264 space car park in situ.</p> <p>In addition, given the size and cost of the carpark asset, it is not considered reasonable for the Redcliffe Show Society to be required to undertake routine maintenance and/or future renewal of the asset. Accordingly, Council has agreed to assume all maintenance and renewal costs associated with the carpark, should it be retained.</p>
2.	Retainment of approximately 33% of the carparking spaces	<p>In correspondence from the Redcliffe Show Society dated 12 May 2021 (<i>refer Confidential Supporting Information #6</i>), an option to retain approximately one third (approx. 90 spaces) of the carpark and return the balance to grassed open space was proposed to Council. The plans detailing this proposal, as submitted by the Show Society, are provided as attachments to the above mentioned correspondence.</p> <p>Officers have considered this proposal and are of the view that whilst retainment of 90 sealed parking spaces would still add value to the operations of the Redcliffe Showgrounds precinct and support overflow parking for major events, a greater yield of at least 50% of the sealed parking spaces would be preferable. Further, the configuration of the retained car parks, as detailed in the plans, is considered sub-optimal from a carpark design perspective.</p>

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

3.	Retention of at least 50% of the carparking spaces	<p>Should Council be supportive of a partial retainment of the carpark, an alternative option, developed in consultation with Council's Integrated Transport Planning and Design department, is provided in <i>Confidential Supporting Information #7</i>. This option is considered to:</p> <ul style="list-style-type: none"> • maximise the retained yield of the carpark, with approximately 144 spaces retained; • better support traffic flows within the remaining carpark space; and • reduce the bitumen removal and site remediation costs for Queensland Health. <p>Retention of at least 50% of the carpark is considered by officers to be the preferred partial retainment option, as it will provide a larger quantum of all-weather sealed parking spaces, as well as a larger hardstand area for event activations.</p> <p>It should be noted that this partial retainment option has not yet been canvassed with the Redcliffe Show Society. It is envisaged however that, if supported, the Show Society may still be required to make modifications to the configuration to its annual Redcliffe Show.</p>
4.	Full removal of the carpark	<p>As originally resolved by the Redcliffe Show Society, Council may choose to direct Queensland Health to remove the entire carpark and return the area to grassed open space.</p> <p>As detailed above and in <i>Confidential Supporting Information # 5 and 6</i> of this report, a decision to remove the carpark in its entirety would be consistent with the 8 September 2020 Special General Meeting resolution of the Redcliffe Show Society, and would:</p> <ul style="list-style-type: none"> • enable the Show Society to return the configuration of the annual Redcliffe Show to that which was in-place prior to the construction of the carpark; and • provide grassed open space within the Showgrounds for community and event uses which are unable to be undertaken on a sealed surface. <p>However, it should also be noted that, in the opinion of Council officers, the full removal of the carpark would reduce the area's suitability for event related car parking, particularly when the area is impacted by wet weather.</p>

With consideration to the important role of the Redcliffe Showgrounds as an events precinct within the region, and the value of the carpark asset constructed by Queensland Health, it is recommended that Council resolve to retain the carpark, either partially, or in full (Options 1, 2 or 3).

Should Council choose to support Option 2 (Partial retainment of approximately 33% of the carparking spaces) or Option 3 (Partial retainment of not less than 50% of the carparking spaces), it would be recommended that Council further resolve to delegate authority to the Chief Executive Officer to determine the design and portion of the carpark to be retained. This delegation would be on the basis that the remaining yield be approximately 33% of the car parking spaces currently provided in respect of Option 2, and not less than 50% of the car parking spaces currently provided in respect of Option 3.

3. Strategic Implications

3.1 Legislative / Legal Implications Nil identified

3.2 Corporate Plan / Operational Plan
Valuing Lifestyle: Diverse transport options - an integrated regional transport network.

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

3.3 Policy Implications

Under the provisions of Council's Community Leasing Policy (2150-079), lessees are required to seek the consent of Council (as lessor) prior to undertaking any works on Council land (inclusive of land for which Council is trustee). Accordingly, Council is required to determine whether the removal of the Redcliffe Showgrounds carpark, whether in part or in full, as proposed by the Redcliffe Show Society, is supported.

3.4 Risk Management Implications

In correspondence received by Council from the Show Society (*refer Confidential Supporting Information #5 and 6*), a number of concerns associated with the operation of show rides and other uses of the bitumen surface have been raised.

Council officers have investigated the issues raised, and whilst it is acknowledged that modifications may be required to the configuration of the annual Redcliffe Show and some other operations, these issues are not considered insurmountable for the Show Society to overcome.

3.5 Delegated Authority Implications

Should Option 2 or 3, as detailed in Table 2.1, be supported by Council, it is recommended that pursuant to section 257 of the Local Government Act 2009, Council delegates to the Chief Executive Officer the authority to take all action necessary including, but not limited to, determining the design and portion of the carpark area to be retained, on the basis that the retained area yields:

- a) Approximately 33% of the car parks currently provided in respect of Option 2; and
- b) Not less than 50% of the car parks currently provided in respect of Option 3.

3.6 Financial Implications

Should Council support Option 4 as detailed in Table 2.1 of this report, Queensland Health will be required to remove the carpark in full and return the area to grassed open space. The cost of these works have been estimated by Queensland Health to be approximately \$100,000.

Should Council support Options 1, 2 or 3 as detailed in Table 2.1 of this report, the following financial implications are anticipated:

- Cost savings for Queensland Health would be achieved up to a maximum of \$100,000;
- Council would be required to undertake annual maintenance on the retained carpark asset. The cost of this maintenance has been estimated by Council's Operations department to be approximately \$1,000 per annum; and
- Council would be required to undertake resealing of the carpark in approximately 10 years. The cost of this resealing has been estimated by Council's Operations Department to be approximately \$40,000.

3.7 Economic Benefit Implications

As a key events precinct within the region, the Redcliffe Showgrounds attracts various events and activities each year that generate economic activity and benefits.

The retention of the carpark, whether in part or in full, will provide a hardstand event space offering that would otherwise be unavailable in the Showgrounds precinct. Whilst not market tested, it is anticipated that such an offering would likely be of interest to event organisers and may stimulate further event bookings at the Showgrounds.

3.8 Environmental Implications Nil identified

3.9 Social Implications

Retention of the Redcliffe Showgrounds carpark, whether in part or in full, will diversify the Redcliffe Showgrounds infrastructure offerings for existing and future user groups.

ITEM 5.7 REDCLIFFE SHOWGROUNDS CARPARK - 62315553 (Cont.)

3.10 Human Rights Implications

Under the *Human Rights Act 2019 (Qld)*, Council must not make a decision which is incompatible with human rights. Council must also give proper consideration to any human rights relevant to its decision. Officers consider that there are no human right implications relevant to Council's decision in this matter.

3.11 Consultation / Communication

External

- Queensland Government Department of Health (Queensland Health)
- Queensland Government Department of Resources
- Redcliffe Show Society
- Various Redcliffe Showgrounds site stakeholders

Internal

- Council Briefings - 24 March 2021 and 16 June 2021
- Legal Services department
- Operations department
- Community Services, Sport and Recreation department
- Integrated Transport Planning and Design department
- Strategy and Engagement department

SUPPORTING INFORMATION

Ref: [62315618](#) [62315661](#), [62315686](#), [62315704](#), [62315727](#), [62315742](#), [62315786](#)

The following list of supporting information is provided for:

**ITEM 5.7
REDCLIFFE SHOWGROUNDS CARPARK**

#1 Redcliffe Showgrounds Carpark - Redcliffe Showgrounds Reserve, 1 Lamington Drive, Redcliffe

Confidential #2 Sub Lease

Confidential #3 Letter from Metro North Hospital and Health Service 22 Mar 2021

Confidential #4 Letter to Redcliffe Agricultural, Horticultural & Industrial Society Inc. 28 Jan 2021

Confidential #5 Letter from Redcliffe Agricultural, Horticultural & Industrial Society Inc. 5 Feb 2021

Confidential #6 Letter from Redcliffe Agricultural, Horticultural & Industrial Society Inc. 12 May 2021

Confidential #7 Alternative partial retainment option