

CHAPTER 3

Community and stakeholder consultation



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3. Community and stakeholder engagement

This chapter provides an overview of the public communication and community and stakeholder engagement program undertaken for Brisbane Metro, which commenced in March 2016. In particular, it provides information about Council's engagement objectives and program, communication and engagement tools, stakeholder groups and the key issues and participation outcomes from each round of engagement.

3.1 Background

Stakeholder and community feedback has played a critical role in helping shape Brisbane Metro. Through a targeted city wide program of ongoing communication and engagement activities, Council has sought to provide opportunities for residents, public transport customers and key stakeholders to give feedback during three rounds of engagement. Following the announcement of Brisbane Metro in early-2016, Round 1 engagement activities (March-July 2016) were designed to create awareness about the Brisbane Metro concept. During Round 2 engagement (August-November 2016), stakeholders and residents had the opportunity to comment on the initial designs of the original Brisbane Metro concept. Feedback from this round of engagement informed the comprehensive options assessment and contributed to the development of the revised Brisbane Metro concept.

In March 2017, Council announced a revised Brisbane Metro concept, which provides high-frequency services along an extended 21-kilometre route between Eight Miles Plains, RBWH, and UQ. The revised design addressed many community and stakeholder concerns, by expanding services to more areas, better integrating with the proposed CRR project, and reducing impacts of construction and operation on existing bus services. During Round 3 engagement (March-May 2017), community and stakeholders were invited to provide detailed feedback on the revised design for Brisbane Metro, which was used to help finalise the Business Case before its release on 30 May 2017. This feedback, and ongoing engagement with key government, corridor and technical stakeholders, has been critical in progressing planning for Brisbane Metro and developing the draft Design Report.

Since June 2017, Council has continued to work closely with key stakeholder groups to further clarify potential issues, impacts and opportunities to inform the design development and investigations for the draft Design Report. Round 4 engagement will support the release and public notification of this draft Design Report, and will include city wide communication and further stakeholder and community consultation.

3.2 Communication and engagement approach

Council has implemented a phased approach to communication and engagement to ensure the community and key stakeholders have regular opportunities to input into the design and planning of Brisbane Metro at critical milestones. This has allowed for the outcomes of engagement to inform planning of the project.

3.2.1 Engagement objectives

The overarching objectives of Brisbane Metro communication and engagement are to:

- create understanding about the need for Brisbane Metro and the challenges it aims to address
- develop awareness and understanding of Brisbane Metro's features, benefits and timeframes
- build support for Brisbane Metro amongst identified stakeholders and the wider Brisbane community
- identify issues and concerns of key stakeholders and the wider Brisbane community
- identify mitigation or management measures to address concerns about potential project impacts
- provide regular updates on the progress of Brisbane Metro and achievement of key milestones
- provide a variety of opportunities and channels for the community and stakeholders to provide feedback
- monitor community and stakeholder sentiment and support for Brisbane Metro.

3.2.2 Engagement program

The timings of each round of communication and engagement activities are based on specific milestones, allowing for the outcomes of engagement to help inform future stages of Brisbane Metro’s development. The overarching communication and engagement program for Brisbane Metro is outlined in Figure 3.1.

Figure 3.1: Overarching communication and engagement program

| Completed phases | | | | Current phase |
|------------------|---|--|---|--|
| Timing | Round 1 March-July 2016 | Round 2 August-Nov 2016 | Round 3 March-May 2017 | June 2017-March 2018 |
| Purpose | <ul style="list-style-type: none"> Introduce Brisbane Metro Create awareness Generate excitement | <ul style="list-style-type: none"> Begin conversations Understand stakeholder/ community views Uncover issues Build momentum | <ul style="list-style-type: none"> Announce revised Brisbane Metro Demonstrate how Council has listened Explain expanded Brisbane Metro | <ul style="list-style-type: none"> Communicate key findings of Business Case Further develop Brisbane Metro with stakeholders Develop the draft Design Report |
| Activities | <ul style="list-style-type: none"> Media Citywide newsletter <i>Living in Brisbane</i> newsletter Ekka Council website Feedback channels (1800 project information line, email) | <ul style="list-style-type: none"> Citywide information Market research Targeted stakeholder reference groups Community information sessions x 6 Pop-up sessions x 6 Feedback channels | <ul style="list-style-type: none"> Citywide information Targeted stakeholder reference groups Stakeholder briefings Community information sessions x 7 Feedback channels | <ul style="list-style-type: none"> Targeted stakeholder briefings Stakeholder reference groups Property owner meetings Feedback channels |
| | Inform | Inform and engage | Inform and engage | Inform and engage |
| | | Outputs feed into reports and informed options assessment and selection | Outputs feed into Business Case development and project planning | Outputs feed into draft Design Report and ongoing project planning |

3.2.3 Engagement tools

Targeted activities were undertaken throughout each round of engagement, as outlined in Table 3.1.

Table 3.1: Overview of communication and engagement activities

| Activities | Description | Example tools |
|-------------------------|--|---|
| Communication and media | Communication and media activities were undertaken to create awareness and understanding of the need for Brisbane Metro, as well as to promote Brisbane Metro’s features, benefits and timeframes amongst the broader community. | <ul style="list-style-type: none"> Media releases Website updates Project video City wide newsletters Letter to residents Email updates Council publications |

| Activities | Description | Example tools |
|------------------------|--|---|
| Market research | Qualitative and quantitative research was used to understand travel preferences and behaviours of existing and potential customers, the likely behavioural response to Brisbane Metro, and determine current opinions, attitudes and level of support. | <ul style="list-style-type: none"> • Online survey • Focus groups • In-depth interviews |
| Stakeholder engagement | Stakeholder meetings and briefings provide a channel for sharing information, identifying stakeholder issues and concerns, progressing planning for Brisbane Metro. | <ul style="list-style-type: none"> • Briefings • Reference group meetings • Technical working group meetings |
| Community consultation | Community engagement activities provide the opportunity for residents and customers to learn more about Brisbane Metro and, ask questions and provide feedback. | <ul style="list-style-type: none"> • Community information sessions • Consultation materials • Pop-up displays |
| Feedback and reporting | A variety of opportunities and mechanisms allowed community members and stakeholders to provide their feedback at any time throughout the program. | <ul style="list-style-type: none"> • Project email address • Correspondence • 1800 project information line • Consultation Manager database |

3.3 Stakeholders

Throughout the engagement program, key stakeholder groups were targeted using tailored communication channels and messages. Stakeholder groups are outlined in Table 3.2.

Table 3.2: Key stakeholder groups

| Stakeholder group | Description | Example key stakeholders |
|------------------------------------|--|---|
| Community stakeholders | Public transport users, future customers of Brisbane Metro, residents who live within the study corridor, or have a general interest in Brisbane Metro. | <ul style="list-style-type: none"> • Brisbane residents • Brisbane public transport users |
| Queensland Government stakeholders | A number of Queensland Government agencies have a high level of interest and influence relevant to Brisbane Metro. | <ul style="list-style-type: none"> • Department of Premier and Cabinet • DSDMIP (previously DILGP) • TMR • Arts Queensland |
| Corridor stakeholders | Groups and individuals, particularly impacted businesses, institutions and property owners, with a direct stake in the corridor and an interest in specific aspects of Brisbane Metro. | <ul style="list-style-type: none"> • QPAC • Queensland Art Gallery • Mater Hospital • Griffith University |
| Technical stakeholders | Impacted infrastructure, utility and service providers with a direct stake in the corridor and specific interest in construction and operational impacts. | <ul style="list-style-type: none"> • Queensland Urban Utilities • Queensland Rail • Telstra • Energex |
| Industry and advocacy groups | Representatives from a range of business, investment and industry sectors, including industry peak bodies and road and public transport groups. | <ul style="list-style-type: none"> • Brisbane Marketing • Property Council of Australia • Royal Automotive Club of Queensland (RACQ) • Bicycle Queensland |
| Internal Council stakeholders | Areas of Council that may be impacted by Brisbane Metro, as well as local Councillors from wards in the corridor. | <ul style="list-style-type: none"> • Councillors • Transport for Brisbane • City Parklands Services Pty Ltd |

3.3.1 Stakeholder reference groups

Council established various stakeholder reference groups as part of the engagement program. The stakeholder reference groups provide a central point of contact for Council to discuss issues, concerns and opportunities for the development of Brisbane Metro. Groups include:

- Government Reference Group: representatives from the Queensland Government
- River South Reference Group: representatives from stakeholders in the southern section of the study area
- River North Reference Group: representatives from stakeholders in the northern section of the study area
- Industry Reference Group: representatives from industry peak bodies and associations.

3.4 Engagement activities and outcomes

This following section provides an overview of community and stakeholder engagement, including activities and participation levels. It also provides a summary of the key feedback and issues raised during the two key rounds of engagement, and how these have impacted the development of Brisbane Metro.

3.4.1 Round 1 engagement (March-July 2016)

Activities during Round 1 engagement were focused primarily on informing residents and stakeholders about the Brisbane Metro concept and establishing key communication channels. Key activities during this time included distribution of the first city wide newsletter, uploading information to Council’s Brisbane Metro web page, and establishing an email address and 1800 Brisbane Metro project information line.

3.4.2 Round 2 engagement (August-November 2016)

The original Brisbane Metro concept was presented to the community and stakeholders as part of Round 2 engagement. Engagement activities aimed to build awareness for Brisbane Metro and its objectives, identifying issues and concerns of key stakeholders, and seeking feedback to help inform project development.

Almost 1500 people participated in engagement for Brisbane Metro between August and November 2016 across all activities and more than 1000 pieces of feedback were received. Round 2 engagement activities and participation are summarised in Table 3.3.

Table 3.3: Round 2 engagement activities and participation

| Activity | Participation |
|------------------------|--|
| Project communications | <ul style="list-style-type: none"> • Distributed the second Brisbane Metro newsletter city wide to more than 490,000 households. • Held a media event to announce the commencement of the community engagement program. • Released a two-minute video to outline the current bus challenges for the CBD, and articulate the benefits and features of Brisbane Metro. • Advertising in <i>The Courier-Mail</i> and Quest newspapers to encourage resident feedback. • Social media posts on Council’s Facebook and twitter pages to encourage attendance at consultation sessions. • Updates to Council’s website to provide details about the engagement program. • Articles in Council’s <i>Living in Brisbane</i> newsletter (distributed city wide) and <i>Moving Brisbane</i> e-newsletter. |
| Stakeholder meetings | <ul style="list-style-type: none"> • Held local Councillor briefings. • Held stakeholder group briefings. • Held Reference Group meetings. |

| Activity | Participation |
|--|--|
| Information sessions and public displays | <ul style="list-style-type: none"> Held two unstaffed public displays. Held six community information sessions with 355 attendees and received 144 pieces of feedback. Held six pop-up events with 275 interactions and received three pieces of feedback. |
| Market research | <ul style="list-style-type: none"> Completed market research: <ul style="list-style-type: none"> 688 participants in an online survey 72 participants in focus groups eight participants in on-bus in-depth interviews. |
| Feedback mechanisms | <ul style="list-style-type: none"> 91 pieces of feedback received from other communication channels: <ul style="list-style-type: none"> 22 phone calls to the Brisbane Metro information line 54 emails to the Brisbane Metro email address 15 letters to the Lord Mayor and local Councillors. |

Round 2 engagement outcomes

Feedback from residents and stakeholders during Round 2 identified strong support for more frequent, reliable public transport in Brisbane, and high awareness of existing bus congestion issues in Brisbane's inner city, particularly around the Cultural Centre station and the CBD. However, community members and stakeholders identified a number of concerns with the initial Brisbane Metro, as announced in March 2016. These included:

- the need for additional high-frequency Brisbane Metro corridors that extend beyond the inner city
- concern about accessing inner city fringe suburbs, and the length of time required to travel to King George Square station on the metro vehicle and then out to fringe suburbs on a different mode of transport
- concerns about waiting at interchange points for connecting services, particularly at Herston in the early evening or at night
- concern about installing track on sections of existing busways, impeding other vehicles from accessing the busway
- the impacts of moving buses from the busway onto city streets during construction and concerns this will add to traffic congestion, impacting travel times and causing customer frustration.

In addition, engagement with Queensland and Australian Government stakeholders identified further impacts and constraints including:

- the need to avoid impacts on the Queensland Government's GoPrint site at Woolloongabba, Council's initial preferred location for a stabling and maintenance facility, which is identified as a station location for the proposed CRR project
- the need to demonstrate how the Queensland Government's proposed CRR project and Council's Brisbane Metro complement each other.

Market research

The market research findings highlighted customers' recognition of existing bus congestion issues, with 66% of residents strongly agreeing traffic congestion was a major issue in Brisbane and 65% of residents able to see the potential benefits of Brisbane Metro.

Analysis of the market research results found the initial response to Brisbane Metro was largely positive with 83% of residents and 82% of regular bus users being supportive of Brisbane Metro. This level of positivity was primarily due to residents' recognition of current and future congestion issues and the perceived benefit of Brisbane Metro being able to improve public transport services, reliability and journey times.

The market research highlighted concerns from some customers who already transfer between modes, that additional transfers may be required at key interchange points once Brisbane Metro was introduced. They indicated Brisbane Metro services will need to offer high levels of frequency and reliability to compensate for the need to transfer.

3.4.3 Announcement of the revised Brisbane Metro

Consideration of the issues raised in Round 2 engagement played a critical role in the options assessment process and selection of a preferred Brisbane Metro project option. In March 2017, the Lord Mayor announced a revised Brisbane Metro solution. A number of key elements of the original proposal, which were supported by the public, were retained. Key changes to Brisbane Metro that reflected community and stakeholder feedback included:

- an extended alignment that serves both the inner city and the suburbs as well as key knowledge and health hubs such as UQ, Griffith University and PA Hospital
- introduction of high-capacity metro vehicles that allow some existing bus services to continue using the busways
- closures to the busway during construction will be less significant, as there will no longer be a need to install dedicated metro tracks on the existing busway
- minimal need to redirect bus services to inner city roads and streets during construction, reducing the impact on customers' existing journeys
- additional opportunities to transfer between bus, rail and metro vehicles at interchange points across the network
- improved reliability across the busway network through the introduction of ticketing and boarding improvements at existing busway stations
- no impacts to areas of high community value, such as Victoria Park
- no impacts to Queensland Government's GoPrint site at Woolloongabba
- improved integration with the Queensland Government's proposed CRR project.

These changes demonstrate Council's commitment to ensuring Brisbane Metro considers the public interest and provides an equitable outcome for stakeholders.

3.4.4 Round 3 engagement (March-May 2017)

Round 3 engagement was undertaken following the announcement of the revised Brisbane Metro. This round of engagement allowed stakeholders and community members to provide feedback on the revised design, which was used to inform the Business Case prior to its release on 30 May 2017.

Round 3 engagement activities and community and stakeholder participation are summarised in Table 3.4.

Table 3.4: Round 3 engagement activities and participation

| Activity | Participation |
|------------------------|---|
| Project communications | <ul style="list-style-type: none"> • Distributed the third Brisbane Metro newsletter city wide to more than 490,000 households. • Distributed a letter from the Lord Mayor to more than 58,000 households in 18 suburbs along the Brisbane Metro alignment. • Developed a second Brisbane Metro fact sheet, which was used at engagement activities and posted online on the Brisbane Metro web page. • Sent a Brisbane Metro update email to more than 500 members of the Brisbane Metro's community database. |
| Stakeholder meetings | <ul style="list-style-type: none"> • Held stakeholder group presentations. • Held local Councillor briefings. • Held Reference Group meetings. |

| Activity | Participation |
|--|--|
| Information sessions and public displays | <ul style="list-style-type: none"> Held seven community information sessions with 545 attendees and received 187 pieces of feedback. |
| Feedback mechanisms | <ul style="list-style-type: none"> Received 159 pieces of feedback from other communication channels: <ul style="list-style-type: none"> 25 phone calls to the Brisbane Metro information line 119 emails to the Brisbane Metro email address 15 letters to the Lord Mayor and local Councillors. |

Round 3 engagement outcomes

Key issues identified by the community and stakeholders through Round 3 engagement activities included:

- interest in the potential impacts of construction, particularly of key worksites at the Cultural Centre precinct, North Quay, Adelaide Street and at existing busway stations
- interest in the impacts on the bus network both during construction and operation of Brisbane Metro, including which routes will continue to service the inner city
- concerns over the potential general impacts on traffic from the proposed changes to Victoria Bridge and North Quay
- concerns over impacts of changes at North Quay on pedestrian and cyclists using the upstream side of Victoria Bridge
- concerns that changes to Victoria Bridge will reduce cyclist access to the bridge
- suggestions for improving the pedestrian environment on Victoria Bridge
- high levels of interest in the type and features of the metro vehicles
- interest in longer term plans to expand the broader metro network.

Release of the Brisbane Metro Business Case

On 30 May 2017, Council publicly released the Brisbane Metro Business Case, following a 12-month detailed assessment of the benefits, costs and impacts of delivering Brisbane Metro. The Business Case was made publicly available on the Brisbane Metro page of Council's website. A Business Case key findings document and an updated Brisbane Metro video were also produced to support the release of the Business Case.

3.4.5 Ongoing stakeholder engagement

Since the release of the Brisbane Metro Business Case in May 2017, Council has continued to work closely with key stakeholder groups to further clarify potential issues, impacts and opportunities to inform the design development and investigations for the draft Design Report. This has involved meetings and workshops with internal Council stakeholders, technical stakeholders (including infrastructure and utility service providers) and impacted property owners. Council has also established additional Technical Working Groups with representatives from Queensland Government departments and agencies to collaboratively develop elements of the project and provide advice and recommendations to the Government Reference Group.

To date, working groups have been established with representatives from TMR and the Cultural Centre precinct, and have been meeting on a regular basis. Council will continue to work with these and other stakeholder groups through the future planning and development of Brisbane Metro.

3.5 Round 4 engagement

The release of the draft Design Report will trigger the next significant round of community and stakeholder engagement activity for Brisbane Metro. As part of Round 4 engagement, residents and stakeholders will be able to provide formal submissions to Council on the draft Design Report. Submissions can be made online, by post or by email.

Council will provide a variety of opportunities in Round 4 for community members to find out more about Brisbane Metro, including its construction and potential environmental impacts, and provide feedback on the draft Design Report. This program, along with supporting communication activities, are outlined in Table 3.5.

Table 3.5: Round 4 communication and engagement activities

| Activity | Description |
|--|--|
| Project communications | <ul style="list-style-type: none"> Distribute the fourth Brisbane Metro newsletter city wide. Publicly release the draft Design Report via Council's website. Advertise community information sessions to advise Brisbane residents how to have their say on the draft Design Report. Distribute Brisbane Metro update email to members of the Brisbane Metro's community and industry database. |
| Stakeholder meetings | <ul style="list-style-type: none"> Hold briefings with stakeholder reference groups and key stakeholders to communicate key findings. |
| Information sessions and public displays | <ul style="list-style-type: none"> Hold community information sessions at locations within the Brisbane Metro corridor. |
| Feedback mechanisms | <ul style="list-style-type: none"> Maintain public feedback channels (1800 project information line, email, correspondence). |

3.6 Future engagement activities

Engagement with stakeholders and the community for Brisbane Metro will be ongoing through future stages of Brisbane Metro's planning and design. Subject to Brisbane Metro receiving the necessary government approvals and funding, engagement will also continue during the procurement and construction phases.

Table 3.6 provides an overview of the activities to be undertaken during future phases of Brisbane Metro.

Table 3.6: Future community and stakeholder engagement

| Phase | Activities and participation |
|----------------------------------|--|
| Procurement | Communication and engagement activities will be undertaken during the procurement phase for Brisbane Metro to ensure residents and stakeholders are informed about Brisbane Metro, including the timing of project decisions. Activities may include email updates, stakeholder briefings, and media announcements at key milestones in the procurement process. |
| Pre-construction (early works) | Targeted communication and engagement activities will be undertaken to support early works for the project at key worksites, including survey and geotechnical investigations, land acquisition, and relocation of services and utilities. Activities may include stakeholder meetings and briefings, property owner notifications, and targeted communication to local residents, business owners and road users. |
| Bus network planning | As part of future stages of planning, Council will seek to involve residents and key stakeholders in a staged review and planning of changes to the bus network required as a result of the introduction of Brisbane Metro. This engagement activity will be undertaken in partnership with TransLink and Transport for Brisbane. The community and stakeholder engagement approach, timing and program will be developed with these stakeholders during further stages of planning. |
| Detailed design and construction | During the detailed design and construction phases, communications and engagement will seek to ensure that residents, local communities, property owners and other key stakeholders are kept well informed about Brisbane Metro and construction works. Key issues to be addressed during this phase include the timing, duration and likely impact of construction activities, and measures to mitigate or manage potential construction impacts. Changes to the bus network and local traffic network would also be a key focus during this phase. The process would be outlined in a Community and Stakeholder Management Plan. |
| Operations | Following the completion of construction, commissioning and testing of Brisbane Metro, a separate community and stakeholder engagement program will be required to support the commencement of Brisbane Metro services and associated changes to the bus network in 2022-23. Key issues to be addressed during this phase include the timing for commencement of services, information on using and accessing Brisbane Metro services, and updates to signage, websites and passenger information channels. |

3.7 Summary

Engagement with the community and stakeholders has played an important role in helping to shape Brisbane Metro. Three rounds of communication and engagement activities were held between March 2016 and May 2017. Each round was based on specific milestones and the outcomes informed future project development. Engagement activities included distribution of city wide newsletters, community information sessions, stakeholder reference group meetings and briefings with individual stakeholders. The engagement program has been promoted via media, advertising, social media and Council publications.

Since June 2017, Council has continued to work closely with key stakeholder groups to further clarify potential issues, impacts and opportunities to inform the design development and investigations for the draft Design Report. This has involved meetings and workshops with Queensland Government stakeholders, including representatives from TMR and the Cultural Centre precinct, internal Council stakeholders, technical stakeholders including infrastructure and utility service providers and impacted property owners.

Feedback from engagement activities has indicated strong support for more frequent, reliable public transport in Brisbane, and high awareness and recognition of existing bus congestion issues in Brisbane's inner city, particularly around the Cultural Centre bus station and the CBD. As a result of specific feedback on the initial Brisbane Metro concept received during Round 2 engagement, Council announced a revised Brisbane Metro solution in March 2017, which received strong support from the community and stakeholders.

Some of the key issues and feedback identified for consideration by Council in future planning for Brisbane Metro include:

- strong interest in which bus services will continue to service the CBD and inner city
- the need for Brisbane Metro stations to provide a high level of convenience, amenity and safety, and to facilitate easy transfers between bus, rail and metro services
- traffic impacts as a result of changes at North Quay and conversion of Victoria Bridge to a 'green bridge' and concerns Brisbane Metro will reduce cyclist access across Victoria Bridge
- interest in the likely construction impacts of Brisbane Metro, including how construction will be staged and the impacts on travel times and reliability of bus services that currently use the busway
- support for the integration of Brisbane Metro and the proposed CRR project with recognition of the need for all levels of government to work collaboratively to address Brisbane's public transport issues.

Round 4 engagement is planned to support the release of this draft Design Report. This will include a city wide community consultation process as well as detailed briefings to key stakeholders.

Council will continue to communicate with stakeholders and the community through further stages of planning and design for Brisbane Metro and maintain open, two-way feedback channels. Engagement will continue during the procurement, construction and operation phases of Brisbane Metro.