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1 Introduction

The Brisbane Strategic Plan addresses a time horizon extending to 2011. It sets out the broad policy of the City Plan (the Plan) and is a reference point for general development policy. It is particularly relevant to development that may result in major or cumulative impacts, especially development that is not envisaged or anticipated by the Plan.

The Strategic Plan is divided into three main components:

- **Vision**—Brisbane the Livable City—underpins Brisbane City Council’s corporate programs and therefore has a strong influence on the Plan
- **Desired Environmental Outcomes (DEOs) and Strategies for the City**—set broad policy at a Citywide level. The Citywide DEOs and their supporting strategies reflect a balancing of the components of ecological sustainability, in the context of the matters dealt with by the Plan. They form the basis from which all other provisions of the Plan flow
- **Elements of the City**—express the DEOs for the City in terms of the overall land use structure, for example Brisbane Green Space System, Residential Neighbourhoods, Industrial Locations, Centres and the Movement System. The elements allow users of the Plan to see how the City is intended to develop to the year 2011.

2 Vision—Brisbane the Livable City

Council’s vision for Brisbane is ‘the Livable City’—Brisbane will be the most livable and progressive city in the Asia–Pacific Region:

Enhancing the City’s quality of life will continue to make Brisbane a desirable, safe and healthy place to live, invest, work, play and visit.

Ecological sustainability is to underpin Brisbane’s continuing development.

Brisbane will continue to be the economic, cultural, social and administrative heart of the South East Queensland region and the State.

The living environment is to be human in scale, with a sense of place based on the City’s subtropical character. This environment is to blend traditional ‘timber and tin’ buildings with vibrant and exciting new developments, and have a strong relationship with the Brisbane River.

Areas of environmental and scenic value are to be protected by an extensive network of green spaces. These include Mt Coot–tha and other forested hills, native bushland, koala habitat, the Brisbane River and other waterways, bay islands and wetlands.

Each of Brisbane’s local communities is to have a clear sense of identity and have ready access to a wide range of services. Use of public transport, cycling and walking is to be easy and popular.

Brisbane is to have a strong and sustainable economy offering a diversity of employment opportunities. This is to be enriched with universal access to a diversity of social and cultural lifestyles.

Brisbane will be a Smart City providing world–class telecommunications infrastructure. Brisbane’s residents, communities and businesses will be at the forefront in Australia in their participation online in the new and emerging information economy.

Infrastructure, including communication, community facilities, pedestrian ways, bikeways and transport, is to be coordinated, integrated, efficient and equitably distributed.

The Plan is a key vehicle for achieving this vision. This vision is the foundation for the overall DEOs for the City.

3 The Desired Environmental Outcomes (DEOs) and Strategies for the City

Council will aim to achieve the DEOs for the City through the Plan, the corporate planning and budget processes and Council local laws and programs. It is important to note that the DEOs are not intended to be fully achieved through the implementation of the Plan.

The Citywide DEOs and their supporting strategies reflect a balancing of the components of ecological sustainability, in the context of the matters dealt with by the Plan. Each DEO reflects the coordination and integration of land use and development, infrastructure and the valuable features of the City. They form the basis from which all other provisions of the Plan flow.

The Citywide DEOs that follow are complemented by Area DEOs (in Chapter 3) that provide an increasing level of specificity.

Measures to achieve DEOs also cascade through the Plan as:

- **Citywide strategies**, in the Strategic Plan (Chapter 2) to provide guidance on the implementation of the Citywide DEOs
- **Elements of the City**, in the Strategic Plan (Chapter 2) to provide physical form to the Citywide DEOs

- **Levels of assessment**, in the Area provisions (Chapter 3) to provide guidance on assessment processes and relevant Codes
- **development principles** and **precinct intents, alternative levels of assessment** and **Local Plan Codes** to provide more locally focused guidance for development in the Local Plans (Chapter 4)
- **Purposes, Performance Criteria, Acceptable Solutions** and **Information Requirements** in the Codes and related provisions (Chapter 5)
- **infrastructure planning requirements** in the Priority Infrastructure Plan (Appendices 1 and 5)
- information requirements, **guidelines** and process details in the Planning Scheme Policies (Appendix 2)
- **designations for community infrastructure** in Designations (Appendix 3)
- information requirements, standards, guidelines and process details in Council’s Local Laws (Appendix 4).

Performance Indicators in Appendix 4 are a tool for Council to review the performance of the Plan in achieving its DEOs and make adjustments to the Plan as necessary. The indicators are not used in development assessment.

3.1 Natural environment and waterways	
3.1.1	Desired Environmental Outcome
3.1.2	Citywide strategies to achieve the DEO
3.1.2.1	Maintain and restore the City’s biodiversity through: <ul style="list-style-type: none"> (a) natural assets—identifying, assessing, protecting and restoring the City’s significant natural and semi–natural environments, fauna and flora habitats and ecological processes and linkages (b) development control—restricting development in environmentally sensitive areas and incorporating measures to mitigate and manage adverse development impacts (c) fire management—ensuring that fire management measures are compatible with the protection and restoration of biodiversity (d) integrating open space—integrating the Brisbane Green Space System with the open space system for the South East Queensland Region

3.1 Natural environment and waterways

<p>3.1.2.2 Enhance the aquatic ecology and quality of ground and surface water, including wetlands, the Brisbane River, and other waterways and water bodies through:</p>	<ul style="list-style-type: none"> (a) water areas—retaining, enhancing and/or restoring the habitat and riparian amenity of the Brisbane River, other waterway corridors, wetlands and foreshores (b) minimising damage—minimising filling in floodplains, erosion, run-off, siltation and other forms of water pollution (c) drainage—retaining or restoring natural drainage patterns where practical (d) catchments—protecting water storage catchments from inappropriate development (e) development control—avoiding inappropriate development on land adjoining water bodies, the Brisbane River, other waterways and wetlands (f) pollution management—planning, preparing and responding to pollution events that threaten the environmental health of waterways (g) rehabilitating waterways—rehabilitating polluted waterways to their pre-existing condition or better
<p>3.1.2.3 Maximise opportunities for environmental enhancement through:</p>	<ul style="list-style-type: none"> (a) management—incorporating environmental management measures in the planning, construction, operation and post-operational phases of development (b) innovation—employing innovative techniques, alternative technologies and best management practices to safeguard the environment (c) awareness and participation—increasing community awareness of and participation in effective environmental management and joint Council/community projects (d) sustainability—development that manages the cumulative impacts, achieves high levels of environmental quality and minimises impacts on human health and habitats (e) access to transport—incorporating access to walking, cycling and public transport facilities into planning for development to enhance air quality (f) minimising vehicle emissions—through land use planning that minimises the distances needed for travel, maximises the use of public transport and promotes the use of alternative transport modes (g) pollution abatement—responding to pollution events (h) compliance—complying with <i>State Planning Policy 1/97 (SPP 1/97)—Conservation of Koalas in the Koala Coast 1997</i>
<p>3.1.2.4 Promote efficient use of renewable resources and reduce consumption of non-renewable resources through:</p>	<ul style="list-style-type: none"> (a) design/procedures—using design measures and environmental management procedures in development that minimise water usage, including energy conservation, recycling, conservation of extractive resources and consumption of natural resources (b) standard of infrastructure—that is consistent with catchment needs and incorporates full life cycle industry maintenance and replacement costs (c) re-use—re-using structurally sound buildings (d) movement systems—convenient, integrated and efficient pedestrian, bike, public transport and road networks

3.2 Community life, health and safety	
<p>3.2.1 Desired Environmental Outcome</p>	<p>Brisbane is a safe, healthy and vibrant place to live, offering a wide range of local and regional services, facilities and activities and diverse housing, community, cultural and recreational choices</p>
<p>3.2.2 Citywide strategies to achieve the DEO</p>	<p>(a) housing diversity and affordability—a wide range of housing types and tenures across the City to meet the affordability, life cycle and lifestyle needs of different households</p> <p>(b) integration—new development that integrates with existing development</p> <p>(c) social diversity—development that supports a wide social and cultural mix and Brisbane’s ageing population</p> <p>(d) accessibility—equitable access to Centres, services, facilities, electronic service information, transport and greenspace</p>
<p>3.2.2.1 Enhance social diversity, choice and accessibility through:</p>	<p>(a) housing diversity and affordability—a wide range of housing types and tenures across the City to meet the affordability, life cycle and lifestyle needs of different households</p> <p>(b) integration—new development that integrates with existing development</p> <p>(c) social diversity—development that supports a wide social and cultural mix and Brisbane’s ageing population</p> <p>(d) accessibility—equitable access to Centres, services, facilities, electronic service information, transport and greenspace</p>
<p>3.2.2.2 Ensure a continuous supply and cater for a balanced range of community facilities; cultural, recreational and sporting opportunities; natural environments and attractive landscapes; to meet community needs through:</p>	<p>(a) parks and facilities—a wide range and equitable distribution of high quality, useable parks and recreation facilities</p> <p>(b) park diversity—parks and recreation facilities of different types and scales, containing different landforms, fauna communities, vegetation types and features, and maximising opportunities to protect cultural, recreational, ecological and aesthetic values</p> <p>(c) facilities and infrastructure—high quality park facilities that respect each park’s character and are appropriate for potential users</p> <p>(d) privately owned community, cultural, open space and recreation facilities—developing and maintaining privately owned and operated community facilities, open space or recreation venues that preferably integrate with the greenspace network and/or the public transport system</p> <p>(e) contributions—contributions of parkland as part of the development process that are suitable for their intended purpose and cater for population growth and change</p>
<p>3.2.2.3 Promote the optimum location of community services and facilities, including emergency services and educational facilities to meet community needs through:</p>	<p>(a) significant places—appropriately identifying, conserving and managing places of cultural heritage significance in cooperation with the owners, relevant indigenous and non-indigenous groups, community organisations and government agencies</p> <p>(b) public spaces—a range of accessible, comfortable, attractive and safe public and semi-public spaces that foster social interaction and cultural activity, including the multiple use of road space where appropriate</p> <p>(c) history/heritage—development that respects elements of local history in a way that informs present and future communities of the historical value, role or function of that place or structure</p> <p>(d) precincts—reinforcing existing cultural precincts or creating new cultural precincts by encouraging the concentration of community and commercial arts, and cultural and tourist facilities in readily identifiable locations</p> <p>(e) limiting impacts—development that does not have a negative impact on the cultural heritage significance of a place</p>
<p>3.2.2.4 Protect and enhance the scenic landscape and promote the City’s unique subtropical character through:</p>	<p>(a) scenic landscapes—protecting landscapes that enhance amenity and character, of the Brisbane River, other waterways and wetlands, foreshores, Moreton Bay and islands, Mt Coot-tha and other forested hills and rural and semi-rural areas</p>

3.2 Community life, health and safety

	<ul style="list-style-type: none"> (b) views—protecting significant views of important natural and cultural character elements as seen from high public use areas, the Brisbane River, and from Movement Networks (c) visual boundaries—establishing and/or maintaining visual boundaries between individual areas and along major Movement Networks to add to scenic diversity and enhance visual appeal (d) visual buffering—buffering or screening to separate visually incompatible land uses (e) sympathetic development—buildings, structures and landscaping that complement the surrounding character and style in both urban and rural areas
<p>3.2.2.5 Provide for effective community consultation and participation in projects of significance to the City or local area through:</p>	<ul style="list-style-type: none"> (a) plan formulation—consulting and facilitating participation early in plan formulation (b) information—informing communities and stakeholders about proposals and how to participate in the planning and development process (c) development proposals—consulting the community on significant development proposals (d) impact mitigation—consulting on a proposal’s potential impacts and reasonable measures to relieve likely negative impacts (e) feedback—community feedback on policy and development outcomes
<p>3.2.2.6 Reduce pollution and its impacts through:</p>	<ul style="list-style-type: none"> (a) pollution control—development that incorporates appropriate air, water, noise and light pollution and other environmental control measures (b) cleaner production and pollution control—development, particularly industrial development, that incorporates cleaner production principles and practices and, where cost effective, implement best practice pollution control technologies and waste stream reduction (c) location—locating uses that are sensitive to air quality, particularly those accommodating children or aged or ill people in areas of high air quality (d) co-location—co-locating uses that can reduce air pollution emissions by sharing and reusing by-products (e) hazard prevention—incorporating hazard prevention principles in planning and development (f) buffering—buffering uses sensitive to noise, light and/or air pollution from activities that generate these pollutants at unacceptable levels (g) travel mode—minimising air pollution by reducing private vehicle travel demand and heavy vehicle traffic, and encouraging the use of public transport, cycling and walking
<p>3.2.2.7 Manage hazardous goods and waste through:</p>	<ul style="list-style-type: none"> (a) waste prevention, minimisation and management—ensuring development, particularly industrial development, where cost effective, incorporates and integrates waste prevention, reuse, minimisation and management principles and practices

3.2 Community life, health and safety	
<p>3.2.2.8 Achieve a safe, secure, equitable and comfortable City through:</p>	<ul style="list-style-type: none"> (b) transportation—ensuring that the method of transportation of hazardous goods and waste minimises risk to the environment and to human health and safety (c) disposal—waste disposal sites that minimise risk to human health and the environment (d) buffering—buffering land uses from hazardous activities having a risk of fire, explosion or chemical release (e) emergency measures—adopting appropriate on-site emergency measures to safely contain hazardous goods and waste (a) design for safety—designing buildings, public places, pedestrian ways and bikeways to facilitate casual surveillance and help reduce the risk and fear of crime (b) equitable access—providing non-discriminatory access to public and private development and open space (c) reducing risks—planning to reduce the risks of loss of life, injury, property damage and community disruption resulting from landslip, subsidence, flooding, bushfires, storms and other emergencies and disasters, mindful of the need to maintain emergency access, egress and escape routes to facilitate emergency response (d) light—adequate natural light and sun penetration in buildings and public spaces (e) shelter—providing shelter from the adverse effects of sun and rain
3.3 Land use and built environment	
<p>3.3.1 Desired Environmental Outcome</p>	<p>Brisbane’s land use pattern and built environment promotes its unique environment, such as its timber and tin architecture, topography and urban layout, and features a sustainable network of Residential Areas, Centres, employment areas and transport links</p>
<p>3.3.2 Citywide strategies to achieve the DEO</p>	
<p>3.3.2.1 Support the preferred pattern of urban settlement established by the Regional Framework for Growth Management for South East Queensland 1998 through:</p>	<ul style="list-style-type: none"> (a) consistency—maintaining consistency with the preferred pattern in the Plan and infrastructure and development decisions (b) efficiency—more compact, self-contained, smart, networked communities that use and reuse land and other resources more efficiently and restrict urban sprawl (c) Centres—maintaining the City Centre’s dominance for higher order activities in South East Queensland and supporting it with a well defined network of Multi-purpose and Special Purpose Centres (d) transport—planning for desirable and effective transport/land use interaction
<p>3.3.2.2 Require development to enhance the amenity, environmental and cultural contexts of its locality through:</p>	<ul style="list-style-type: none"> (a) human scale—urban areas, Centres and facilities designed to a human scale (b) character buildings—protecting existing buildings that contribute to the City’s character

3.3 Land use and built environment	
	<ul style="list-style-type: none"> (c) enhancing character—development that is sympathetic to the character of surrounding areas (d) Centres—integrating retailing, service, cultural, community facilities and public transport in Centres (e) transport networks—designing and landscaping major movement networks to minimise impacts on adjacent areas or green space values (f) legibility—development that is designed so that residents and visitors can easily find their way around urban areas and facilities (g) consistency—preventing the intrusion of incompatible uses (h) sense of place—development that creates a feeling of belonging and places with a distinct character
3.3.2.3	<p>Maintain existing sites for, and promote the optimum location of community services and facilities, including emergency services and educational facilities, to meet community needs through:</p> <ul style="list-style-type: none"> (a) planning—locating and developing community facilities, including electronic facilities as an integral part of planning and development of urban areas (b) centrality—locating services and facilities in Centres whenever possible (c) co-location—co-location and shared use of community services and facilities, and efficient use of resources (d) accessibility—linking Centres with pedestrian ways, bikeways and public transport routes (e) multiple use—allowing for different community uses, services and facilities within the same site or facility (f) continuity—on land where a community use, service or facility is discontinued, the land is reused for another community use, service or facility
3.3.2.4	<p>Accommodate social, economic and technological changes through:</p> <ul style="list-style-type: none"> (a) Centres—providing community facilities and eBrisbane access points at Centres of employment to meet demands resulting from changing work habits (b) employment location—the capability to accommodate alternative technologies, including eBrisbane small business and employment facilities that contribute to localised employment and discrete communities (c) development mix/intensity—higher intensity development and mixed uses in accessible locations (d) telecommunications infrastructure—facilitating the provision of affordable, superior bandwidth telecommunication services throughout Brisbane, and the provision of superior bandwidth to underpin and drive the development of clusters of information technology, biotechnology, knowledge-based and creative industries (e) clustering—promoting the clustering of land uses and activities that may require superior telecommunications bandwidth at locations where superior bandwidth is available now and in the future
3.4 Economic development	
3.4.1	<p>Desired Environmental Outcome</p> <p>Brisbane has a vibrant, dynamic and sustainable economy that consolidates and promotes the City’s central role in South East Queensland, the State and the Asia–Pacific Region</p>

3.4 Economic development	
<p>3.4.2 Citywide strategies to achieve the DEO</p>	
<p>3.4.2.1 Facilitate and support the growth of the City’s economy and employment, improving the business environment and furthering the City’s role as the leading industrial and commercial economy in Queensland through:</p>	<ul style="list-style-type: none"> (a) Economic development strategy—implementing, in consultation with business and the community, Council’s Economic Development Strategy to support the economic framework for the City in the new millennium. Ensuring Council’s policies facilitate and support the growth of the City’s economy and employment and improve the business environment (b) business and employment opportunities—a range of accessible, sustainable business and employment opportunities and economic activity in the network of Centres (c) tourism—encouraging cultural and leisure facilities and events that enhance the City’s attractiveness to tourists, business visitors and residents (d) Centres—a network of vibrant, successful and accessible Centres, both Multi-purpose and Special Purpose, that become the focal points of coordinated public and private sector investment (e) Centre design—integrating design and function within Centres and between Centres and their surroundings (f) local economic development—business and employment retention and growth in the City’s local area economies, particularly via eBrisbane and eCommerce (g) home based businesses—encouraging the development of compatible home based businesses (h) transport—improving the City’s transport linkages, including its air and sea ports
<p>3.4.2.2 Encourage environmentally responsible businesses and industries that provide sustainable growth and employment opportunities through:</p>	<ul style="list-style-type: none"> (a) environmental management—best environmental practice, particularly in transport, energy efficiency, waste minimisation, cleaner production and industrial ecology (b) location—locating industries appropriately, according to their economic viability, ecological sustainability and their need for proximity to other activities and the Movement System (c) co-location—co-location and cooperation between complementary industries and businesses (d) infrastructure—efficient provision of transport, communication and other infrastructure to support sustainable business development and activity (e) regulatory reform—minimising unwarranted regulatory impediments to sustainable, environmentally responsible business and industry
<p>3.4.2.3 Facilitate and protect key economic development such as industrial areas, Centres, air and sea ports and major utility installations through:</p>	<ul style="list-style-type: none"> (a) controlling incompatible development—controlling or ensuring adequate buffering of new development in the vicinity of key economic development, whether existing or committed, that could compromise continued operation and development in an area (b) reserves—ensuring that important extractive reserves (sand, gravel, quarry, rock) can be accessed and developed without being prejudiced by incompatible development (c) movement systems—local residential traffic and industrial/ office traffic are not in conflict on minor roads

3.4 Economic development	
	(d) telecommunications —identifying ‘tele–empowered’ industry cluster locations and promoting the clustering of land uses and activities requiring superior bandwidth at preferred, superior telecommunication–enabled locations
3.5 Access and mobility	
3.5.1 Desired Environmental Outcome	Brisbane has an efficient transport system that promotes a compact urban structure and less reliance on private motor vehicles, and enables people and goods to move safely, economically, equitably, comfortably and conveniently
3.5.2 Citywide strategies to achieve the DEO	
3.5.2.1 Integrate the Movement System with the land use pattern to maximise efficient use and enhance accessibility of the Movement System through:	<ul style="list-style-type: none"> (a) housing density—a variety of housing densities that will help to reduce urban sprawl (b) journey to work—closer location of employment and housing to help improve the time and distance of journeys to work and increase use of public transport, cycling and walking as journey to work modes (c) movement system capacity—matching the location and type of development with the capacity of the Movement System and avoiding increased pedestrian traffic conflicts and vehicle turning movements on major roads (d) regional integration—integrating the City’s Movement System with that of the South East Queensland Region (e) Centres—promoting in–Centre development to avoid ribbon development and protect the capacity of major roads (f) road hierarchy—discouraging the use of neighbourhood and local access roads by through traffic, but allowing for interconnectivity between neighbourhoods for locally generated trips, thereby limiting the need to use major roads for local trips (g) co–location—opportunities to reduce road freight through co–location of suitable industries (h) compatible development—preventing development near the major movement network and ports (air and sea) that would restrict their continued operation and expansion (i) alternatives to road freight—opportunities for alternative movement methods such as rail, conveyor belt, pipeline or river borne transport
3.5.2.2 Promote a pattern of development that reduces private motor vehicle dependency and increases potential for use of public transport, cycling and walking through:	<ul style="list-style-type: none"> (a) public transport usage—encouraging development in locations that support the accessibility, convenience and efficiency of public transport, including higher density housing and mixed use development in Centres and other locations well served by public transport (b) transit—transit lanes, bus lanes and busways in strategic locations throughout the City and enhancement of passenger ferries (c) access to transport modes—development to provide effectively for public transport usage (where appropriate), cycling and walking, incorporate easy and convenient access to these modes and avoid safety hazards

3.5 Access and mobility	
	<ul style="list-style-type: none"> (d) bike/pedestrian links—development to provide for safe and convenient access for cyclists and pedestrians in neighbourhoods and to Centres, community facilities, public transport and other key destinations, along the shortest, most direct and flattest path to achieve maximum benefit (e) carparking—managing the supply of on-site carparking to discourage reliance on private vehicle usage, while minimising negative impacts of on-street parking
3.6 Infrastructure	
3.6.1 Desired Environmental Outcome	Brisbane has efficient and equitable transport, power, telecommunications, water, waste water treatment and stormwater management infrastructure
3.6.2 Citywide strategies to achieve the DEO	
3.6.2.1 Ensure an adequate standard and capacity of community amenities associated with new development through:	<ul style="list-style-type: none"> (a) infrastructure provision—requiring developers to provide essential infrastructure, including telecommunications and Internet access as part of development (b) augmentation—ensuring that higher density development requiring augmentation of existing essential infrastructure pays for the augmentation (c) ability to service—ensuring that all new development occurs in areas that can economically provide and maintain essential infrastructure (d) restricting boosters—restricting the use of private booster installations above existing height levels of the City’s water supply system (e) restricting elevated development—restricting development in elevated lands to where water supply requires only the extension of existing booster installations, and where those will become part of a permanent Council system in the area (f) waterways—ensuring that the flood carrying capacity of waterways is not adversely affected by development

4 Elements of the City

The Elements of the City express the DEOs and measures in a spatial context for the City. The elements represent broad spatial allocations for a range of land uses and the interrelationships between those land uses. The elements also include matters that have strategic importance and significance in decision making. The elements allow users of the Plan, at a glance, to see how the City is intended to develop to the year 2011.

The Elements provide a broad expression of how the City's structure should develop to achieve the DEOs, both Citywide (Chapter 2) and specific to the Areas (Chapter 3).

The Elements of the City include:

- Brisbane Green Space System
- Residential Neighbourhoods
- Industrial Locations
- Centres
- Movement System
- Native Title
- Heritage.

Map A—City Structure (at the end of this chapter) identifies the spatial elements of the City Structure.

A close relationship and general consistency exists between the Elements of the City, underlying Areas and Local Plans. Other measures included in the Plan are also consistent with the Elements of the City.

The Elements of the City comprise the following Area classifications and their components.

Brisbane Green Space System:

- Conservation Area
- Parkland Area
- Sport and Recreation Area
- Environmental Protection Area
- Rural Area.

Residential Neighbourhoods:

- Low Density Residential Area
- Character Residential Area
- Low–medium Density Residential Area
- Medium Density Residential Area
- High Density Residential Area
- Emerging Community Area
- Community Use Area.

Residential Neighbourhoods on the City Structure map also include:

- smaller parts of the Conservation Area, Parkland Area and Sport and Recreation Area
- Multi–purpose Centres—Convenience and Suburban.

Industrial Locations:

- Light Industry Area
- General Industry Area
- Heavy Industry Area
- Extractive Industry Area
- Future Industry Area.

Industrial locations on the City Structure map also include:

- some Special Purpose Centres.

Centres:

- Multi–purpose Centres
- Special Purpose Centres.

Strategic directions for these elements described below will generally be used in impact assessment, particularly where larger development proposals have implications for the City's overall structure and operation, or where cumulative impacts of development need to be considered.

4.1 Brisbane Green Space System

4.1.1 The challenge

In the past, the demand for land to accommodate the City's anticipated growth steadily reduced green space. Green space was seen as a holding zone ultimately meant for other uses. Its intrinsic value and contribution to the urban fabric were often ignored. However, green space continued to serve many functions now taken for granted as an integral part of the City's character and livability such as landscape, recreation, protecting ecological functions, providing for economic growth and defining the edge of the City.

More recently, changing lifestyles and a better understanding of ecology have increased the community desire to protect and enhance green space for its own sake. As the City grows and consolidates, its livability will rely heavily on having green space that is diverse and widely distributed in sufficient amounts to have a positive effect. This valuable asset must be maintained, managed and enhanced, in accordance with strategies for growth management throughout South East Queensland.

The key challenges for the City's green spaces are to:

- refocus on the importance of the Brisbane River and Moreton Bay and its foreshores as recreation, transport, biological and landscape resources

- maintain the forested foothills and ridge tops that are uniquely Brisbane
- achieve an effective distribution of important breathing spaces and areas that define the City
- provide an effective network of green space links based on the City's waterways and bushland corridors
- ensure that land uses that are compatible with the green space values and contribute to the City's employment and economic base continue to be provided for
- ensure the City's rich biodiversity values, elements and functions are maintained and sustained, particularly the diversity of significant fauna, flora and vegetation/habitat types
- ensure development on land adjacent to the Green Space System does not affect biodiversity values
- ensure that recreational and cultural values of land contained in the Green Space System are protected
- ensure that water catchments, water resources and wetlands are well managed and protected.

A careful balance is needed to resolve competing pressures in today's economic climate. Once lost, green space is difficult to regain.

4.1.2 The response

The Plan recognises the importance of looking at the long term and ensuring the potential to meet the green space needs of future generations is not eroded. As a balance to growth, important green space values and functions will be identified, retained and enhanced through the Green Space System.

The Brisbane Green Space System provides for the protection of good quality agricultural land consistent with *State Planning Policy 1/92 (SPP1/92)—Development and the Conservation of Agricultural Land 1992*. The system is also consistent with the requirements of *State Planning Policy 1/97 (SPP1/97)—Conservation of Koalas in the Koala Coast 1997*.

4.1.2.1 Green space values

The key green space values are:

- **biodiversity value**—significant stands or important remnants of vegetation community types and areas providing habitat for the City's flora and fauna, including those areas required for wildlife movement or migration
- **rural, semi-rural/semi-natural and open landscape value**—open landscape providing

pleasant views along Movement Networks, adding to visual diversity, and allowing for ongoing rural activities

- **recreational value**—active and passive recreational opportunities including public open space, formal sporting fields and major recreation complexes
- **natural scenic value**—the City's characteristic landscape including bushland and wetlands, forested ridges and foothills, the Brisbane River and its surrounds
- **corridor value**—providing for wildlife movement and refuges, habitat connectivity, maintenance, regional green space links, enhancement of biodiversity and ecosystem functioning, water quality protection, viability of ecological processes, screening or separation between incompatible activities, drainage/floodway areas with recreation resource potential, and linking lands with open space and recreational value.

Larger tracts of land with these values are identified on *Map B—Green Space System Values* (at the end of this chapter). Note that smaller areas may have important green space values even if they are not shown.

4.1.2.2 Major components of the Brisbane Green Space System

The Brisbane Green Space System is a range of natural, semi-natural and modified environments in public and private ownership. These lands are broadly categorised as Investigation, Conservation and Recreation, Environmental Protection, and Rural components. They are usually linked by green space corridors.

The major lands in these components are shown on *Map C—Brisbane Green Space System* (at the end of this chapter). Many smaller components will be identified over time as part of Local Plan development or development assessment processes.

Investigation areas include land that is currently under investigation to determine the best long term land use outcomes for the area. In determining future options for these areas, the preservation of green space values, as well as the other opportunities provided for by these sites, must be considered.

Conservation and recreation components include assets that will be preserved such as Brisbane Forest Park, the Boondall and Pine River Wetlands, Karawatha Forest Park, Moreton Bay's islands and the City's forested foothills and ridge lines. These components act as flora and fauna habitats, provide recreational opportunities and form distinctive and significant landscape features of the City.

Also included are more formal recreational and open space such as golf courses, major sporting fields and complexes, open space corridors, ornamental parklands, major natural areas such as Mt Coot-tha, and private lands with publicly accessible recreation and sporting facilities.

Environmental protection components include land that will be retained and enhanced for habitat conservation, landscape protection and/or water quality protection. These components may accommodate a range of private development only if environmental impacts are minimised and green space values are retained. Some larger sites currently used for major institutions fall into this category. Fragmenting this land has detracted from its biodiversity and landscape values and is no longer considered appropriate. This practice will be discouraged.

Rural components include land that defines the City's edges, acts as a buffer between incompatible land uses and can provide pleasant vistas along Movement Networks. These components will be retained for the ongoing operation of rural and semi-rural activities and their landscape value will be enhanced where possible. Fragmenting this land has detracted from its landscape and agricultural production values and is no longer considered appropriate. **This practice will be discouraged.**

Green space corridors are to link and unify the Brisbane Green Space System. These corridors comprise a network of ecological, waterway, recreation and foreshore corridors linking major conservation, parkland and recreation areas in the City and neighbouring local governments areas. Land in any of the five Green Space components may contribute to green space corridors.

Green space corridors are also intended to serve as physical breaks and buffers in the urban area, to increase the sense of identity for local communities and to serve floodway and drainage functions.

Green space corridors are to allow wildlife movement, provide access to refuges or alternative habitat, provide habitats in their own right, connect areas of wildlife habitat and maintain and enhance biodiversity and the viability of ecosystem functioning generally.

The Brisbane River, being over 100kms in length through the City of Brisbane, is the City's most significant green space corridor. Development within the Brisbane River Corridor is to:

- provide a unique subtropical waterfront space that evokes the image of the subtropical lifestyle of the City and respects the prevailing form and character of the riparian landscape along the Brisbane River Corridor

- provide for well designed community access to diverse recreational, environmental, spiritual and cultural experiences
- balance economic needs and other community aspirations regarding the use of the river and its banks with the environmental protection and restoration of the river
- conserve and protect river landscape values, notable habitats and dispersed examples of remnant riparian vegetation and exotic species in certain places, that make major contributions to the character of the waterways and the river. These landscapes and habitats vary considerably and may have value for ecology, amenity, bank stabilisation and protecting water quality
- provide for the implementation of the Brisbane RiverWalk Strategy which will enhance the role that the river plays as a recreational, transport and landscape resource.

The Brisbane River Corridor is shown in *Map C—Brisbane Green Space System*. It has been divided into 5 precincts that reflect its varied character and enable a strategic approach to managing the river.

Precinct 1—Rural Fringe: this precinct is characterised by its relatively natural state and low level of urbanisation, mainly broad hectare rural and residential uses. The key outcomes intended for this precinct are the protection and enhancement of a river flora and fauna corridor, nature based recreation and scenic quality.

Precinct 2—Residential Parkland: this precinct is characterised by its open riverside parklands and its quiet residential areas. The key outcome intended is the establishment of community recreational uses in a semi natural setting in key locations, consistent with the conservation of major remnant habitat, and compatibility with quiet residential amenity. This precinct includes parts of the Brisbane RiverWalk proposal.

Precinct 3—City Focus: this precinct is characterised by the intensity of the commercial activities along the river, the significant festive and recreation spaces, the five bridges and the continuous hard edges of the river. The key outcomes intended for this precinct are a lively mix of community, recreational and passenger transport uses in a built environment setting. "Islands" of nature (including mangroves) are to be preserved and enhanced. This precinct includes parts of the Brisbane RiverWalk proposal.

Precinct 4—Inner Eastern Residential: this precinct is characterised by its historic value and its high density residential urban environment. The key outcomes intended for this precinct are to foster attractive riverside communities involving a mix of housing,

cultural and recreational opportunities, with mangroves managed to allow views and recreation in key locations. This precinct includes parts of the Brisbane RiverWalk proposal.

Precinct 5—Bulimba to the Bay: this precinct is characterised by its maritime nature and concentration of heavy industry, although significant riparian vegetation including mangroves, remain in this precinct. The key outcome intended for this precinct is to support port related activities through implementation of the Australia TradeCoast Local Plan. Existing public access points should be maintained or enhanced.

Green space corridors and regional green space links of strategic significance are shown on *Map A—City Structure*, *Map B—Green Space System Values* and *Map C—Brisbane Green Space System*. Other corridors with local significance exist throughout the City and their functions will be identified during Local Plan and development assessment processes. It is intended to progressively acquire parkland at strategic locations along waterways throughout the City.

In determining the preferred functions of any green space corridor, appropriate weight will be given to relevant measures and plans including the **Biodiversity**, **Waterway** and **Wetland Codes**, Local Plans, **Brisbane River Corridor Planning Scheme Policy**, Stormwater Management Plans and management plans.

4.1.2.3 Protecting important elements in the Emerging Community Area and Future Industry Area

Some parts of the Emerging Community Area and Future Industry Area are unsuitable for urban development where there is a need to protect or preserve:

- areas of significant historical, architectural, topographical, landscape, scenic, bushland, ecological, social, recreational or cultural interest
- fauna habitats and fauna movement corridors
- wetlands and waterway corridors
- flood liable land
- areas supporting significant biodiversity values and elements, particularly the diversity of significant fauna, flora and vegetation/habitat types
- local water quality from possible contamination.

Proposals for development on land subject to these considerations must demonstrate that the values of the site and locality have been properly considered and will be protected.

4.2 Residential Neighbourhoods

4.2.1 The challenge

Since the late 19th century the City's urban structure has followed the pattern of tram lines and railways with housing along transport spines and ridges. The City was not sewered comprehensively until the 1970s. Lot sizes were large to cope with septic disposal and residential density remained very low. In the 1960s and 1970s, redevelopment and infilling destroyed a considerable amount of what is seen today as valuable character housing.

The pressures of rapid growth in the 1980s and 1990s have seen a significant shift in the nature and pace of the City's urban development. Increasing interest is shown in inner city living with its lower transport costs and better access to the growing range of urban attractions and facilities. This trend has been assisted by a renewed interest in and focus on the Brisbane River. At the same time, enormous growth has occurred in outlying residential areas throughout South East Queensland using the City as an employment base and putting great pressure on transport infrastructure.

In common with the rest of Australia, the composition of households is changing through changing economic conditions, lifestyles and demographic trends. If people are to be able to choose the kind of dwelling that suits their needs at different times in their life, housing provision must reflect these changes.

A major challenge in developing areas is land fragmentation. Large areas of Brisbane's fringe have been subdivided into small holdings and this is a major impediment to orderly growth, efficient provision of infrastructure and planning for new neighbourhoods.

In this context of rapid growth and changing lifestyles, the challenge for the City is to ensure an efficient supply of residential land and housing that can:

- provide a range of housing choices to meet the widening spectrum of needs and desires of the community
- support the diversity of people and activities that contribute to a broad social mix in the City and therefore to its character and livability
- encourage affordable housing through the retention or provision of low cost housing, special needs housing and caravan parks.

The critical elements are livability, residential character, safety, servicing and accessibility—developing a sense of community.

The key issue raised by the community in the preparation of the *B2011 Plan* is the desire to protect the City's unique character. This is addressed in the Character

Housing and Commercial Character Building provisions, the Green Space Area provisions and the Emerging Community Area provisions in Chapter 3.

4.2.2 The response

Residential neighbourhoods are the most extensive of the City structure elements. They contain the elements that help make Brisbane so livable: the residential areas and related amenities and facilities such as convenience shopping, local parkland, schools, churches, hotels and clubs.

The components of the residential neighbourhoods strategy are to:

- meet realistic expectations of future amenity
- ensure housing choice and affordability
- promote increases in density near high quality public transport and close to the City Centre
- maintain character
- provide access to services and facilities
- maintain lands of environmental or scenic value
- discourage isolated subdivisions in developing areas and encourage land amalgamation and forward planning of neighbourhoods
- provide for some mixed use development
- coordinate the orderly and cost effective provision and augmentation of infrastructure.

4.2.2.1 Meeting realistic expectations of future amenity

People should be able to choose their residential location with realistic expectations for the future amenity of the area. The Plan's strategic directions in this regard are to:

- prevent intrusion of development that could seriously detract from residential amenity
- allow development that complies with the Plan
- mitigate the effects of new residential development on existing dwellings to ensure access to daylight and sunlight, breezes and privacy
- ensure new residential development contributes to pleasant living environments and is designed to integrate with, rather than be segregated from, existing development in the area
- avoid through traffic in residential locations
- ensure residential neighbourhoods are adequately buffered to mitigate impacts of industrial and other non-residential uses
- protect views from the impacts of development only where nominated in a Local Plan, or where

development exceeds the relevant Code's acceptable solution for building height, and as a result detracts from views from nearby properties.

These community expectations also need to be balanced with expectations of housing choice to meet resident needs during all stages of their life and to meet different lifestyle choices. These choices are discussed below in 4.2.2.2.

4.2.2.2 Housing choice and affordability

The City's residential neighbourhoods are to provide sufficient housing choice to enable residents to remain in their neighbourhood through all the stages of their life if they wish. Housing choice requires a variety of housing types and tenures to be available across the City and to enable access to housing for a wide range of income levels.

4.2.2.3 Higher density housing near public transport

Higher density housing in residential neighbourhoods is to be in locations that can be efficiently served by high quality public transport or that are close to the City Centre. Higher density housing is encouraged in and around centres and institutions with large numbers of clients, employees or students and services and facilities. This forms part of a proactive approach to planning for mixed use, higher intensity nodes well integrated with the Movement System, particularly pedestrian, bike and public transport networks.

4.2.2.4 Maintaining character

Each neighbourhood has character derived from its architecture, subdivision and road patterns, location in the City, topography, vegetation, social composition, history and proximity to a local centre. Development should respect and be compatible with the local character.

In older suburbs, the unique character is derived mainly from the topography, urban layout and 'timber and tin' architecture. Much of this 'timber and tin' housing will remain and new development will reflect traditional design elements while allowing for innovative design responses.

Whilst 'timber and tin' housing is a distinctive feature of Brisbane's traditional building character, other less common housing styles and materials, such as masonry construction, are important and worthy of retention.

Provisions apply where pre-1946 buildings will be retained or new dwellings reflect pre-1946 architectural themes.

Demolition Control Precincts are those locations in older suburbs that contain pre-1946 housing with distinctive traditional architecture.

A precinct contains either:

- a minimum group of 3 houses, and at least two thirds of the precinct contains pre-1946 houses

OR

- a building built prior to 1900

OR

- properties of local significance identified in a Local or Neighbourhood Plan.

Demolition Control Precincts also contain non-residential buildings or structures, which contribute to the character of the area and have a connection with the local community. These include a variety of building types such as shops, halls, churches, hotels, schools, post offices, banks, police stations, fire stations and hospitals. These buildings exhibit some, but not all of the following characteristics:

- they demonstrate a community focus
- they contribute to the character of the area where they provide or have provided a variety of services to the community
- they are generally larger in scale than a residential building
- they are generally prominently located and often have landmark qualities
- they are indicative of the aesthetic styles and construction techniques of their construction date
- they assist in providing an understanding of the development of the area.

Through Local Plans, Council will consult with residents of the older suburbs in progressively amending the Plan to better protect pockets of traditional houses.

In newly developing suburbs, development is to support the emergence of an identifiable local character, considering aspects such as housing, vegetation, streetscapes, architectural styles, community facilities, open space, places to meet and socialise, bikeways, pedestrian facilities and local features.

4.2.2.5 Access to services and facilities

Residential neighbourhoods are to contain a range of services and facilities that serve residents' needs. These include schools, community uses, smaller industrial areas and centres. They often provide the basis for community networks and activity, learning, accessible shopping and services, and add vitality to local areas.

The Residential Neighbourhoods element as indicated on *Map A—City Structure* includes existing Suburban and Convenience Centres. Outside of these Centres, shops and offices will be permitted only where they

are sufficiently removed from centres and other small shops and offices; are located on a district access route or suburban route; and serve local community needs.

The City relies on privately owned community facilities and services (such as child care facilities, schools, recreation facilities and community centres) which provide an important part of developing and maintaining community networks, services and community health and wellbeing. The incremental loss of these facilities and services diminishes the community life of the City, and as such, sites designated for community facilities and services should be re-used for a community facility or purpose.

Community facilities or services (such as child care facilities, schools, recreation facilities, community halls) have the potential to cause impacts on amenity that would normally not be considered appropriate in a residential neighbourhood. However, they provide important facilities for residents and this will be taken into account in assessment.

Some residents, many home-based businesses and other businesses will require access to superior telecommunications bandwidth and should be matched to locations with appropriate bandwidth.

4.2.2.6 Emerging Community Areas

Development in Emerging Community Areas is to be orderly, well planned, and will provide a diverse range of housing types and supporting uses. New subdivision and development is to achieve good urban design outcomes, connectivity in roads and open space and support local character identified in any relevant Local Plan (Chapter 4). Isolated subdivision is inappropriate and new development will conform with Local Plans and detailed Neighbourhood Structure Plans. Where development in an Emerging Community Area occurs adjacent to an established Industry Area, it will not be allowed to jeopardise the viability of industry that is operating at acceptable environmental standards.

4.2.2.7 Mixed use development

Some parts of residential neighbourhoods are undergoing major change, particularly in inner city areas where land use is changing from industry to other uses. These locations provide opportunities for new residential uses that can often be combined and integrated with commercial development.

Opportunities for mixed use development also exist adjacent to significant transit nodes and in Centres.

4.3 Industrial Locations

4.3.1 The challenge

The City has some 3,000ha of vacant industrial land in two major locations:

- the Australia TradeCoast, including the Brisbane Airport and the Port of Brisbane
- in the Brisbane—Ipswich Corridor in the south-west.

The major industrial locations are shown on *Map A—City Structure*. These locations offer enormous potential for industrial, business and transport related employment growth and many locations in the south-west have developed rapidly. However, overall industrial take-up rates have been modest compared with population growth (*Brisbane Industrial Land Study 1997*).

This is only partly explained by the widespread transition to a service based rather than a manufacturing based economy. Historical industrial zoning has led to a dispersed industrial growth pattern. Industrial infrastructure investment in dispersed greenfields locations has inhibited the development potential of the major industrial locations, particularly the Australia TradeCoast.

For many traditional industries located on the Brisbane River in the inner suburbs, strong pressures for residential redevelopment pose both a threat and an opportunity. On the one hand, increasing environmental conflicts are inevitable in downtown locations and can impose major operational constraints. On the other hand, increased land values and redevelopment potential can provide the finance for moving to a more appropriate industrial location further out.

For some industries, these pressures have resulted in shutdown, operational difficulties or relocation to regions outside the City. Viable industries are to be protected from residential encroachment during this transitional phase, by requiring new development to provide buffering to avoid conflicts.

Extractive industries such as sand mining and rock extraction represent another challenge. The ‘easy’ resource winning close to the City is nearing its end and many sites need extensive and sensitive rehabilitation, particularly along waterways.

4.3.2 The response

Citywide strategies for industrial development and land use have three strands:

- **encourage industrial and related employment growth** and the development of a wider industry base, by working with the private sector to concentrate

infrastructure investment in the two key growth locations, namely the Australia TradeCoast and the Brisbane—Ipswich Corridor in the south-west. In addition, the clustering of land uses and activities requiring superior telecommunications bandwidth is to be promoted at superior telecommunication-enabled locations.

- **minimise the conflict between industrial and residential development** arising from industrial site operations and secondary heavy traffic impacts, which can jeopardise industrial operations. The way to achieve this is to:
 - establish and maintain buffers between industry and residential development
 - site only low impact industrial uses near residential interfaces
 - ensure direct access from Industrial Areas to suburban or arterial roads and other elements of the Movement System
 - use physical measures to control impacts, e.g. building design, mounding, landscaping, fencing and double glazing
- **improve environmental performance** and ensure industry has no significant adverse impacts on the Brisbane River and tributaries, the Brisbane airshed or significant wetlands.

The Plan focuses on minimising the external impacts of industrial developments caused by the release of contaminants, including the emission of odour, dust and noise and discharges to air, land and waters, from both point and diffuse sources. Industry can operate with certainty in Industrial Areas provided compliance with relevant environmental legislation and standards is achieved. Proposals to develop land adjacent to Industrial Areas should provide adequate buffering to ensure that while compliance with relevant environmental legislation and standards is achieved for industrial activities, adjacent development is not adversely affected by industrial activities.

4.3.2.1 The Australia TradeCoast

The Australia TradeCoast is the largest industrial area in the City and extend from the Hamilton Wharves to Luggage Point on the north side of the Brisbane River, and from Colmslie to the Port of Brisbane on the south side. The strategic directions for this area are to:

- sequence industrial growth in accord with the economic provision of utility and transport infrastructure
- develop and grow the areas close to the Port and the Brisbane Airport for related industries and businesses

- gradually relocate inner-city waterfront industries towards the river mouth
- promote industries that need a riverfront location and do not detract from the environmental quality of the river
- locate heavier and larger industries on land well separated from existing residential uses towards the river mouth
- maintain and develop adequate environmental and safety buffers to Residential Areas giving appropriate consideration to cumulative impacts
- restrict subdivision except to meet specific site development needs
- preserve and enhance ecologically significant wetlands as part of industry development
- provide public access to the riverfront where this does not constrain waterfront operations.

4.3.2.2 The Brisbane—Ipswich Corridor

The Brisbane—Ipswich Corridor includes substantially developed areas at Acacia Ridge and Archerfield and the developing areas of Wacol and Darra.

These locations have high accessibility to the regional road network and interstate rail. They are suitable for service, light and general industries, and warehousing and transport activities. The key strategic directions are to:

- sequence industrial growth in accord with the economic provision of utility and transport infrastructure
- provide buffers to existing and future residential growth areas
- develop open space corridors along creeks, wetlands and watercourses for flooding, drainage and wildlife.

4.3.2.3 Other major industrial locations

Northgate and Virginia/Geebung are substantially developed but have some capacity for light and general industries.

Heathwood and Parkinson on the southern edge of the City are undeveloped locations suitable for light, general and transport related industries because of their proximity to the interstate rail line and Logan Motorway. Development must not adversely impact on the Karawatha—Greenbank wildlife corridor.

4.3.2.4 Smaller industrial locations

Smaller industrial locations are suitable for low impact, light industries, especially those that serve local community needs and will not adversely impact on nearby residential areas.

4.3.2.5 Support services and retail uses

Industrial locations will accommodate a range of retail and personal services and recreation facilities to meet the daily needs of the local workforce. General or low density retailing will be discouraged in Industrial Areas, except for a limited range that are unsuitable for Centres because of their external impacts, e.g. selling heavy machinery, cars, boats and building materials.

4.3.2.6 Extractive industries

Proven deposits of construction material, and strategic sand and quarry rock resources are important for the growth of the City and are shown on *Map A—City Structure*. The key strategic directions are to:

- support extraction operations in identified locations without significant adverse environmental impacts
- maintain semi-rural buffers to major extraction activities
- assess haulage route impact as well as on-site impact
- strongly emphasise progressive rehabilitation of extraction sites.

The policy of Council, in support of these City Plan Strategies, is to allow no further sand and gravel extraction in the Brisbane River.

4.3.2.7 Recycling industries

Recycling industries have synergies with waste transfer stations and their associated waste streams. These industries will be encouraged and facilitated to locate at two major waste transfer stations, on the south side of the Brisbane River at Willawong and on the north side at Nudgee.

4.4 Centres

4.4.1 The challenge

The abandonment of the City's tramway system in 1969, and the significant growth in household car ownership and consequent private vehicle trips made by residents, has led to increased dispersal of commercial, retail, cultural and community uses in out-of-Centre development. This makes them extremely difficult and expensive to service with cost effective public transport.

Existing and identified Centres have considerable capacity available to meet demand expected during the life of the Plan.

The *Integrated Regional Transport Plan for South East Queensland 1997* concluded that the private car is likely to remain the preferred mode of transport for residents given the convenience, safety and high level of mobility and freedom it affords. The consequences are:

- increasing peak hour congestion of the road network
- further short to medium term reductions in air quality until much higher standards of vehicle pollutant emissions are achieved
- continued financial pressure on the public transport system.

These factors are eroding the amenity and attraction of lots fronting major roads to the point where residential uses are being replaced with commercial and retail uses, which further reduces road capacity, promotes out-of-Centre development and increases the cost of public transport provision.

The challenge is to preserve and enhance the carrying capacity of the existing road network and to upgrade pedestrian, bike and public transport networks to service the network of Centres throughout the City. These outcomes are essential to the continued viability and attraction of the network of Centres and the livability of the City.

Brisbane businesses and residents require affordable access to appropriate, fast telecommunications infrastructure if they are to effectively access knowledge, information, suppliers and markets through the Internet and regional networks. It is essential for business to take advantage of eBusiness opportunities and to participate in benefits of electronic ordering and marketing; just in time supply and value chain management.

Brisbane has become the preferred location for a number of specialised information technology, biotechnology, knowledge-based and creative industries. Part of this attraction is the quality and specialisations in Brisbane's three major research universities, hospitals, and research and product development institutes. These institutes and leading-edge firms form the nucleus for business clusters generally located within 5km of the City Centre and along the Brisbane–Gold Coast corridor.

These major institutions and businesses transferring video, other high definition images and data require superior bandwidths. It is important to help match those requiring superior bandwidths now, and in the future, to locations where it can be supplied.

4.4.2 The response

The City has adopted a consistent and coherent strategy in the context of the *Regional Framework for Growth Management for South East Queensland 1998 (RFGM)*. It aims to preserve major road capacity, ensure public transport accessibility and efficiency of operation, and protect and enhance the City's livability. The key elements are summarised below.

4.4.2.1 System of Centres

A broad range of development will be focused into a system of Multi-purpose Centres complemented by a range of Special Purpose Centres. The larger Centres are shown on *Map A—City Structure* and all Centres are identified on the Planning Scheme Maps. All Centres are either Multi-purpose or Special Purpose Centres.

4.4.2.2 Multi-purpose Centres

Multi-purpose Centres are to provide for a wide range of uses to develop at convenient and accessible locations in the City. They are, or can be, well serviced by pedestrian, bike and public transport modes. They incorporate most of the traditional strip shopping centres. The categories of Multi-purpose Centres are the City Centre (incorporating the Brisbane Central Business District), Major Centres, Suburban Centres and Convenience Centres (these are defined in Chapter 3).

The Centres will increasingly act as the focal points for:

- service delivery and employment opportunities
- safe, convenient and accessible public transport interchanges
- meeting places for social and community interaction
- higher density residential locations.

4.4.2.3 Special Purpose Centres

Examples include hospitals, centres for education, sport, entertainment, airports, institutions, markets, sales and service centres, office parks, craft/cottage industry areas and mixed industry/business areas.

The primary focus will remain on the special purpose that gave rise to the development to date. However, a range of appropriate subordinate community facilities or services and ancillary uses will be encouraged to locate in these Centres to improve services and maximise accessibility.

Special Purpose Centres are not to take on the role of a Multi-purpose Centre even if located nearby, unless this is specifically provided for in a Local Plan.

Planning for new special purpose facilities should ensure they are integrated into their immediate surrounds and the broader Movement System by:

- locating them centrally and conveniently to users
- locating them so that they are accessible by public transport, cycling and walking
- ensuring a correct relationship between the level of accessibility by all modes and the likely number of employees and visitors to the site
- enabling co-location of complementary activities to benefit both employees and visitors
- ensuring location and design limits adverse impacts on nearby areas to acceptable levels
- encouraging the efficient use of land
- encouraging residential care facilities and short term accommodation within walking distance of hospitals
- encouraging student housing near education facilities.

4.4.2.4 In-Centre development and services

Further development of all Centres will be done in a coordinated way that will:

- strengthen the integration of the Centre
- significantly improve interconnected pedestrian spaces and facilities
- avoid or mitigate adverse impacts on surrounding land uses
- promote greater modal choice
- improve accessibility to the Centre in terms of pedestrian, bike and public transport.

In support of these City Plan strategies Council will also promote and encourage a range of services in-Centre by coordinating and, where appropriate, negotiating the redirection of State and Federal Government capital expenditure and service delivery programs, together with Council's programs. This includes all levels of government office and facility leasing, libraries, art galleries and community services.

4.4.2.5 Commercial Character Buildings

These shop and office buildings add to the City's character and livability through their architectural form and style. Generally they were built before 1946, built to the alignment and incorporating an awning on timber or cast iron posts.

The Plan encourages a range of commercial and retail activities in Commercial Character Buildings. The granting of commercial and retail activity use rights will encourage their renovation and reuse.

4.4.2.6 Out-of-Centre development

The Plan strongly encourages Centre activities to locate in-Centre and strongly discourages their location out-of-Centre.

Out-of-Centre development of Centre activities is inconsistent with the intent of the Plan unless an overwhelming community need is demonstrated. Overwhelming community need will have to be demonstrated through preparation of a Commercial Impact Assessment report as detailed in the **Commercial Impact Assessment Planning Scheme Policy**.

However, within Industrial Areas the Plan makes provision for a range of Centre activities that serve an administrative function directly related to a specific manufacturing or distribution activity on the same site or that directly and predominantly service the needs of industries in the locality.

Where an assessment of overwhelming community need demonstrates that it is not possible to accommodate a Centre activity within a Centre within the life of the Plan, preference will be given to that development occurring at the edge of an existing Centre, rather than in a stand alone or more isolated location.

Small scale shop or office activities of 250m² gross floor area or less are provided for within Residential or Emerging Community areas where they do not constitute an incremental extension to a centre, are located on a district access route or suburban route, and serve local community needs.

While it may be attractive from a commercial perspective to locate retail warehouses outside Centres this will only occur as a last resort where the proposed out-of-Centre location satisfies the overwhelming community need test set out in the **Commercial Impact Assessment Planning Scheme Policy**.

4.4.2.7 Centre concept plans

Development in a Centre must serve to integrate and reinforce the Centre. For larger sites and expansion proposals over 6,000m² gross floor area, this is to be achieved through conceptualisation, design, delivery and ongoing operation in accordance with a Centre Concept Plan. For new development, particular attention will be paid to building form, layout, safety and security.

4.4.2.8 Urban design

Sound urban design involving coordination of public and private investment will reinforce the integration and identity of all Centres. The City Signature and Suburban Centre Improvement Projects will become models for progressive centre rejuvenation throughout the City. The design and operation of the Centre must

be effective in mitigating adverse amenity impacts on adjoining land uses.

4.4.2.9 Accessibility and modal choice

Council will work towards connecting the higher order Multi-purpose Centres with a network of pedestrian ways, bikeways and dedicated busways. It will be a priority to provide attractive, safe and convenient public transport interchanges as part of the integrated fabric of a Centre. In-Centre development must contribute to increased accessibility to the Centre by public transport, bike and pedestrian modes.

Design within Centres will promote access and mobility of all people.

4.4.2.10 Road network

The carrying capacity, safety and visual amenity of the City's major road system will be enhanced by:

- restricting all future shop and office development on sites fronting these roads to in-Centre locations or Commercial Character Buildings
- implementing an urban improvement program of mature street tree planting and coordinated street furniture and footpath treatment.

4.4.2.11 Telecommunications infrastructure

Clustering of those activities with superior bandwidth needs, particularly in Centres and specific Industrial Areas, is beneficial in cost-effectively meeting their telecommunications infrastructure requirements. The provision of superior bandwidth telecommunications infrastructure at affordable cost will support and help drive the growth and development of these clusters of information technology, biotechnology, knowledge-based and creative industries.

4.5 Movement System

The City's Movement System comprises pedestrian ways, bikeways, public transport, roads, waterways, airways, ports, stations and a range of transport related facilities. The system provides for the movement of people and goods through and within the City, and for access to work, education, shopping and recreational activities.

The major elements of the Movement System are identified on *Map D—Movement System* (at the end of this chapter).

4.5.1 The challenge

Brisbane is the administrative, cultural, population and business heart of Queensland and at the centre of the

fastest growing region in Australia. It must be able to go on accommodating people and industries that want to locate in the South East Queensland region but, at the same time, become a more compact, efficient city.

The majority of the City's growth has occurred in its outer areas. There has also been significant population growth in areas outside the City boundaries from where people commute to the City to work. In 1996, the City had about 37% of the Region's population but provided over 54% of its jobs. People are tending to live in dormitory areas and to access employment and other activities by private car. In the last few years there has been a gradual move back to the inner suburbs but the greatest growth is still occurring in the outer suburbs.

Much of the City's transport infrastructure was built in the 1950s and 1960s. Pressures from population growth and changing travel patterns are straining the Movement System. The trend to increased private vehicle use and trip lengths has continued as activities have become more dispersed.

The trend to increasing private vehicle use has led to greater congestion on the City's roads and deterioration in air quality caused by vehicle emissions. Both these factors impose significant social, economic and environmental costs on the community and reduce the City's livability. Increased congestion adds to transport costs for freight and commercial vehicle movements and affects the movement of emergency vehicles.

Maintaining access and mobility are critical to the City's ongoing livability. The challenges are to:

- ensure that all sections of the community have equitable access to a safe, economic, comfortable and convenient movement system
- increase the percentage share of public transport, bike and pedestrian modes of travel
- reduce accident risks, pollution and increases in congestion.

4.5.2 The response

The problems cannot be addressed solely through the program for the road network or solely by public transport initiatives.

An integrated approach to transport planning will achieve the best economic, social and environmental outcomes.

The movement system and provisions throughout the Plan relating to transport planning are consistent with *State Planning Policy 2/92 (SPP 2/92)—Planning for Aerodromes and Other Aeronautical Facilities*.

4.5.2.1 The Brisbane Integrated Transport Plan

Council's Brisbane's Integrated Transport Plan aims to develop a modern, integrated Movement System that benefits the City and meets the needs of the community. It builds on recent transport planning initiatives throughout the Region and is fully integrated with land use planning and Council's Corporate Plan.

Major elements of *Brisbane's Integrated Transport Plan* include the need to:

- develop the Inner City Bypass and other strategic road upgrades
- develop dedicated busways and busway links and expanded bus network
- improve public transport interchanges
- increase the proportion of bike and pedestrian trips
- upgrade the traffic control system
- implement local street urban amenity initiatives such as traffic calming
- implement a range of initiatives for managing travel demand and improving public transport infrastructure
- implement parking policies to support efficient management of the road network and parking demand in Centres
- encourage practices that protect the natural environment.

Brisbane's Integrated Transport Plan will be regularly reviewed to ensure that current transport issues are addressed with the agreed integrated transport planning processes. The major elements above are integrally linked with other elements of the Plan, which aim to improve transport outcomes through better land use planning, including provisions that:

- ensure shop and office activities are located in designated Centres and designed to protect the carrying capacity and visual amenity of the City's arterial and suburban roads
- encourage higher residential densities in locations with high accessibility to public transport
- encourage the provision of bikeways and pedestrian ways, linked to Centres and to public transport
- support more efficient use of land in residential development.

4.5.2.2 Bike and pedestrian ways network

Bike and pedestrian ways form an integral part of the Movement System. Increased use of these modes reduces fuel consumption, road congestion and air pollution

and helps to achieve a more sustainable Movement System. Bikeways, in particular, contribute to intra-city as well as local travel. They are primarily based on the road network by way of carriageway bikelanes, wide kerbside lanes, or bikeways on the verge, but in some circumstances may occur separately.

Bike and pedestrian ways are important considerations when planning for Emerging Communities, existing communities in Local Plans, and for Centres in Centre Concept Plans, in linking effectively with other parts of the Movement System and with residential neighbourhoods.

Pedestrian ways contribute to increased access and mobility of all members of the community.

4.5.2.3 Public transport network

The public transport network includes rail, bus and ferry networks and the means of accessing them, including stations and other facilities. The network is to be developed:

- for the efficient movement of high volumes of people
- to link effectively with other public transport modes and with the road, bike and pedestrian networks
- to provide for the safety and convenience of users.

Existing and future public transport corridors are to be protected from incompatible land uses.

Over the life of the Plan, separated busway corridors will be established for the exclusive use of buses, distinct from other bus routes operating on shared or dedicated lanes in the road network. The busway system will include busway stations similar to railway stations.

While not specifically included, the Plan also supports the investigation and implementation of innovative public transport systems such as light rail and demand responsive bus systems.

4.5.2.4 Road network

The City's major roads are shown on *Map D—Movement System*. In addition to the major roads indicated on *Map D* the North-South By-pass Tunnel is to provide a direct road link for high volumes of traffic between Woolloongabba and Bowen Hills with links to Kangaroo Point to allow traffic from eastern suburbs to access the tunnel. The hierarchy ensures that roads are appropriately designed to serve particular functions in the movement of people and goods, including pedestrian, bike and public transport modes to maximise their efficient use. The hierarchy includes:

- **motorways** serving inter- and intra-regional connections for high volumes of people and goods, directing longer distance traffic away from heavily developed areas. They are always Access Limited.

- **arterial routes** providing connections for high volumes of people and goods between major activity centres and residential areas of the City
- **suburban routes** providing connections between arterial routes for moderate to high volumes of people and goods
- **district access routes** providing transitional function between the movement of people and goods and local access functions. They are ideal bus routes and provide pedestrian and bike facilities
- **neighbourhood, local and industrial accesses** provide access to properties in a safe environment for pedestrians and cyclists.

While Council is responsible for most of the roads shown in the road network, all of the motorways and some of the arterial routes are under State Government control. The Department of Main Roads is to be consulted on development adjacent to, or in close proximity to, State controlled routes. Only the Department of Main Roads may give approval regarding access to State controlled routes.

Figure a shows the relationship of each of the road types within the hierarchy. A detailed map of the City's road hierarchy is included in the Planning Scheme Maps.

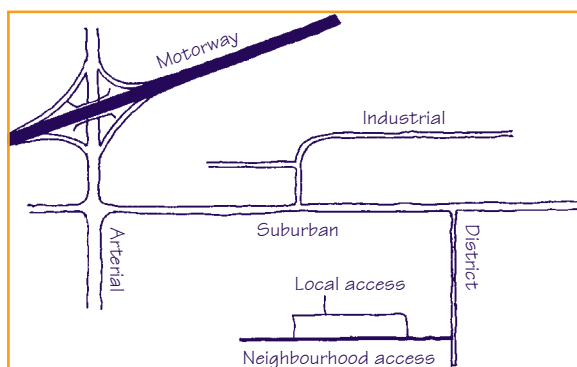


Figure a Road hierarchy concept plan

4.5.2.5 Freight movement

The majority of freight movement in the City is by road. The road hierarchy encourages freight movements on major roads, reducing impacts on sensitive areas. However, other modes will be supported such as rail, barge and pipeline to assist in reducing congestion and pollution.

4.5.2.6 Ports strategy

Measures for future development of airport and seaport areas have been devised in the context of other key strategic plans (including the **Gateway Port Area Strategy 1998**, *Airport Master Plan* and *Port of Brisbane*

Land Use Strategy 1998) and will continue to be guided by them.

The locations of the City's port facilities are shown on *Map D—Movement System* (at the end of this chapter).

Key measures for the Ports are summarised below:

- **protection from encroachment**—the airports and seaport will be protected or adequately buffered from adjacent development that could prejudice their effective operation and expansion. Encroachment on airports is to be dealt with in a manner consistent with SPP 2/92
- **impacts**—development in and around port areas is to have minimal impact on the natural qualities of Moreton Bay, its waterways and wetlands, the airshed, adjoining land with green space values, and the amenity and environmental quality of adjacent residential areas.

4.6 Native Title

4.6.1 The challenge

Council acknowledges:

- Aboriginal people have a traditional association and custodial obligation to the land in the City
- under the *Native Title Act 1998* Freehold Title extinguishes Native Title
- Native Title may exist in Brisbane on Crown land and on the waterways of the City.

4.6.2 The response

As a non-statutory process separate to this City Plan, Council will enter into an agreement with the traditional custodians and historically associated Indigenous peoples of Brisbane for the management of relevant lands and waterways. This process will further reconciliation and ensure that the indigenous communities are accorded their rights under the *Native Title Act 1998*.

Within the City Plan, the **Heritage Place Code** includes provisions that in places where Native Title may still exist (including land and waterways), the outcomes of development should be reflective of consultation with appropriate Aboriginal people. Ultimately the processes of development undertaken in such regions should be respectful of the wishes of appropriate Aboriginal people and will be assessed by Council in terms of, but not limited by, the following:

- clearing of vegetation
- public access
- altering natural topography and drainage patterns

- constructing roads
- erecting/locating buildings and structures
- extractive industry
- impacts on water courses.

Council will endeavour to assess such potential impacts upon areas where Native Title may still exist in cooperation and consultation with appropriate Aboriginal people.

4.7 Heritage

4.7.1 The challenge

Brisbane contains a wide range of places and precincts of:

- cultural heritage significance
- special cultural significance to Indigenous peoples
- natural heritage significance.

These heritage places and heritage precincts make an important contribution to the City's character and culture. Once lost, they cannot be recovered.

Among these heritage places and heritage precincts are:

- buildings, monuments and other structures both singly and in groups
- topographic features, landscapes, sites, parks, gardens, significant amenity areas, forests, wetlands and other habitats
- streetscapes, landmarks and viewpoints.

4.7.2 The response

Heritage places and heritage precincts will be conserved to retain their significance for the benefit of present and future communities. The key Citywide strategies are summarised below.

4.7.2.1 Heritage Register

A Citywide Heritage Register will identify heritage places and heritage precincts. Additional places of heritage value may be identified at the time of assessing an impact assessable development application. In these cases, the **Heritage Place Code** will be considered in assessing any development proposal.

To conserve places and precincts of significance and manage the impacts of development on them, the significance of places and precincts listed in the Heritage Register will be considered when assessing an impact assessable development application. Development

that adversely affects these places or precincts is not considered appropriate.

4.7.2.2 Places of cultural heritage significance

Places and precincts that have cultural heritage significance for any group/s of people will be conserved by:

- listing the places and precincts in the Heritage Register so that their attributes are identified and known
- supporting the use of these places and precincts for purposes that retain their significance
- ensuring that development does not detract from their cultural heritage significance.

This conservation will be carried out in accordance with the principles of the *Australian ICOMOS Charter for the Conservation of 'Burra Charter' Places of Cultural Significance 1998*.

New development will protect the cultural heritage significance of the place or precinct by keeping and preserving its significant fabric and by avoiding harmful intrusions on significant views. The adaptation and re-use of heritage places and heritage precincts will be supported where the new use is compatible with the retention of significance.

On land adjoining a heritage place or heritage precinct any development will be assessable if it is likely to affect significant aspects of the fabric or visual setting of the heritage place or heritage precinct. Considerations include:

- the historical pattern of development, e.g. subdivision, sizes
- gardens and grounds
- relationships to other buildings
- views to and from the heritage place or heritage precinct.

4.7.2.3 Places of special cultural value to Indigenous peoples

Indigenous people's strong sense of heritage includes tangible and intangible aspects such as language, song, stories and art. Protecting knowledge and information associated with a heritage place are as important as the physical protection of a place. Indigenous understanding of heritage will need to be acknowledged, and links with other non-statutory planning processes developed within Council.

As part of the identification and listing of heritage places in the Heritage Register, Council will develop a suitable

consultation process with local Aboriginal communities and associations. Issues to be considered in developing this process will need to include:

- how culturally sensitive information and issues will be handled
- how issues of confidentiality will be dealt with
- the ways through which the recognition of and respect for intellectual property rights will occur.

The process will ensure Indigenous communities have a sense of ownership and control on any Indigenous heritage place listed on the Register.

Broad areas of Indigenous cultural significance may be found in natural or relatively undisturbed areas such as:

- land with landscape values, e.g. Mt Coot-tha and its foothills, Brisbane Forest Park, and the foothills of the D'Agular Range
- relatively undisturbed areas of green space
- land associated with a watercourse including wetland areas and coastal dunes
- any recorded sites or land known to local Aboriginal communities or Council to be of indigenous cultural significance.

4.7.2.4 Places of natural heritage significance

Places that have natural significance will be conserved by:

- listing them in the Heritage Register so that their attributes are identified
- supporting the use of these places for purposes that retain their significance
- ensuring that development does not detract from their natural significance.

The Heritage Register includes land recognised as having high ecological significance. It is land identified as part of the Green Space System and includes sites, features and places formally recognised by other levels of government as worthy of special consideration. These include places on the *Register of the National Estate* and highly significant natural areas managed or co-managed by Council and/or State Government agencies.

These places will be conserved to retain their natural significance. This may involve:

- **protection** through taking care of a place by maintenance and managing impacts to ensure the natural significance is retained

- **maintenance** through the continuous protective care of the biological diversity and biodiversity of a place
- **monitoring** through ongoing review, evaluation and assessment to detect changes in condition of the natural integrity of a place.

Places of natural heritage significance may also have cultural heritage values. Both natural and cultural heritage values should be considered when making decisions concerning these sites.

This conservation will be carried out in accordance with the principles of the *Australian Natural Heritage Charter*.

Conservation management measures will be used to ensure development does not degrade or disturb these places of natural significance and to achieve conservation of biodiversity.