



Albert Street

Cross River Rail Priority Development Area
Proposed Development Scheme
Submissions Report
December 2019

The Department of State Development, Manufacturing, Infrastructure and Planning is responsible for driving the economic development program for Queensland by creating a diverse and thriving economy, and generating new jobs.

Copyright

This publication is protected by the *Copyright Act 1968*.

Licence



This work, except as identified below, is licensed by the Department of State Development, Manufacturing, Infrastructure and Planning under a Creative Commons Attribution (CC BY) 4.0 Australia licence. To view a copy of this licence, visit: <http://creativecommons.org.au/>

You are free to copy, communicate and adapt this publication, as long as you attribute it as follows:

© State of Queensland, The Department of State Development, Manufacturing, Infrastructure and Planning, December 2019.

Third party material that is not licensed under a Creative Commons licence is referenced within this document. All content not licensed under a Creative Commons licence is all rights reserved. Please contact the Department of State Development, Manufacturing, Infrastructure and Planning /the copyright owner if you wish to use this material.



The Queensland Government is committed to providing accessible services to Queenslanders of all cultural and linguistic backgrounds. If you have difficulty understanding this publication and need a translator, please call the Translating and Interpreting Service (TIS National) on 13 14 50 and ask them to contact the Queensland Department of State Development, Manufacturing, Infrastructure and Planning on 07 3452 7100.

Disclaimer

While every care has been taken in preparing this publication, to the extent permitted by law, the State of Queensland accepts no responsibility and disclaims all liability (including without limitation, liability in negligence) for all expenses, losses (including direct and indirect loss), damages and costs incurred as a result of decisions or actions taken as a result of any data, information, statement or advice, expressed or implied, contained within. To the best of our knowledge, the content was correct at the time of publishing.

Any references to legislation are not an interpretation of the law. They are to be used as a guide only. The information in this publication is general and does not take into account individual circumstances or situations. Where appropriate, independent legal advice should be sought.

Copies of this publication are available on our website at www.dsdmip.qld.gov.au and further copies are available upon request to:

Cross River Rail Delivery Authority

PO Box 15476, Brisbane, City East Queensland 4002

Phone: 1800 010 875

Email: info@crrda.qld.gov.au

Web: www.crrda.qld.gov.au

Economic Development Queensland

Department of State Development, Manufacturing, Infrastructure and Planning

GPO Box 2202, Brisbane Queensland 4002.

1 William Street Brisbane Qld 4000 (Australia)

Phone: 13 QGOV (13 7468)

Email: edq@dsdmip.qld.gov.au

Web: www.edq.qld.gov.au

Table of Contents

1. Introduction	2
2. Overview of public notification process	3
2.1 Community engagement	3
2.2 Submission registration and review process	4
3. Overview of submissions	5
3.1 Submission numbers	5
3.2 Submission method	5
3.3 Submitter interest in the PDA	5
3.4 Overarching areas of support or concern	5
4. Summary of submissions and amendments	6
5. List of all amendments to the proposed development scheme	10
6. List of all amendments to the Albert Street Station and Green Spine Overlay	11

1. Introduction

The *Economic Development Act 2012* (the ED Act) establishes the Minister for Economic Development Queensland (MEDQ) as a corporation sole to exercise the functions and powers of the ED Act.

The main purpose of the ED Act is to facilitate economic development and development for community purposes, in the State. The ED Act seeks to achieve this by establishing the MEDQ and providing for a streamlined planning and development framework for particular parts of the State declared as priority development areas (PDA).

The Albert Street Cross River Rail (CRR) Priority Development Area (PDA) was declared on 14 December 2018. On 17 December 2018, the MEDQ delegated functions and powers for plan making and development assessment in the Albert Street CRR PDA to the Cross River Rail Delivery Authority (the Delivery Authority).

The public notification and submission period for the Albert Street CRR PDA Proposed Development Scheme (the proposed development scheme) was from 10 September to 23 October 2019.

Following the end of the public notification period, submissions received were considered by the Delivery Authority and the MEDQ and the proposed development scheme was amended as considered appropriate in response to issues raised. This submissions report was prepared to summarise the submissions that have been considered, provide information on the merits of the submissions and the extent to which the proposed development scheme has been amended including details about the changes to the proposed development scheme.

2. Overview of public notification process

2.1 Community engagement

Public notification (the submission period) for the Albert Street CRR PDA proposed development scheme took place between 10 September and 23 October 2019. During the public notification period the Delivery Authority (as delegate of the MEDQ) undertook the following community engagement initiatives:

- A dedicated webpage for the Albert Street CRR PDA, including the proposed development scheme and details on how to make a submission, was provided on the Delivery Authority's website. The updated Albert Street Station and Green Spine Overlay document was also available to download.
- A dedicated webpage for the Albert Street CRR PDA, including the proposed development scheme, was also available on the Department of State Development, Manufacturing, Infrastructure and Planning's website.
- Public notice in The Courier Mail on 10 September 2019.
- Links to the proposed development scheme webpage and fact sheet were sent to landowners (or body corporate representative) adjoining the Albert Street CRR PDA which included Festival Towers, Mantra on Mary, Capri by Fraser, iStay River City, Matisse Tower, 119 Charlotte Street and The Sebel. Face-to-face meetings were also offered to these adjoining landowners/ body corporate representatives.
- General project community engagement was conducted along Albert Street during which time representatives answered enquiries about the Albert Street CRR PDA proposed development scheme, Albert Street road closure, and the CRR project. These engagement activities are summarised as follows:
 - » From mid August 2019 until the closure of Albert Street to vehicles on 30 September, Delivery Authority officers met with Albert Street businesses and accommodation providers. During these conversations the Albert Street CRR PDA and proposed development scheme were also discussed.
 - » Delivery Authority officers held five one-hour pop-up Cross River Rail project information sessions in Albert Street, and hosted a Cross River Rail project information stand in the middle of the Queen Street Mall on 26 September. During these information sessions the team answered questions from the community about the project including the Albert Street CRR PDA and proposed development scheme.
 - » Albert Street CRR PDA and proposed development scheme questions were fielded by Delivery Authority officers at the new Cross River Rail Experience Centre, which opened on 25 September.
 - » Questions and enquiries were received and responded to via email, the Delivery Authority's social media channels, and face-to-face. These enquiries related to a range of matters including clarifications about details within the Albert Street Station and Green Spine Overlay and building height limits within the proposed development scheme.

The Delivery Authority did not receive any requests for meetings about the Albert Street CRR PDA proposed development scheme during the public notification period.

During the public notification period, the Delivery Authority's Albert Street CRR PDA webpage received more than 670 unique visits for a total of 1,086 pageviews.

2.2 Submission registration and review process

Submissions were invited by post and by email via the Delivery Authority’s online portal info@crossriverrail.qld.gov.au. Once submissions were received, they were acknowledged by email, registered and reviewed. Table 1 below provides an overview of the submission registration and review process.

Table 1: Submission registration and review process

Steps	Action
Registration of submissions	Submissions were registered and given a submission number.
Classification of submissions	Submissions were classified by number and section relevant to the development scheme. Submissions that were not relevant to the development scheme, but relevant to the Albert Street Station and Green Spine Overlay or the project’s Environmental Impact Statement approval were categorised accordingly.
Summarising submission issues	Each submission was read, and the different matters raised were entered into the submissions database under headings based on the sections of the development scheme.
Evaluation and responses to issues	Once all comments were summarised, they were assessed and responses were prepared. Potential changes to the development scheme were identified. In evaluating submissions, allowance was made for the same or similar comments being raised in different submissions. For this reason, assessment of comments and resulting development scheme changes may be made based on the sections of the development scheme rather than on a submission by submission basis.
Submissions report	The submissions report was prepared which provides a summary of the submissions considered, information about the merits of the submissions, and recommendations for changes to the development scheme to reflect submissions. Comments raised through submissions have been summarised to simplify the presentation and review comments.
MEDQ approval	The draft submissions report and updated development scheme were submitted to the MEDQ for consideration.
Publishing and notification of development scheme.	As soon as practicable after the MEDQ approved the development scheme, the Delivery Authority published: <ul style="list-style-type: none"> » the development scheme and submissions report on the Delivery Authority’s website, and » a notice in at least one newspaper circulating in the local area, stating the development scheme had been approved and it was available on the Delivery Authority and Department of State Development, Manufacturing, Infrastructure and Planning websites, along with the submissions report. <p>In addition, the Delivery Authority notified state agencies, Brisbane City Council (BCC), and submitters that the development scheme was in effect. MEDQ published a gazette notice which established the date the development scheme came into effect as well as updated the department’s website providing the approved development scheme and submissions report.</p>

3. Overview of submissions

3.1 Submission numbers

Four submissions were received by the Delivery Authority during the public notification period.

3.2 Submission method

Table 2 below identifies the method by which submissions were lodged with the Delivery Authority.

Table 2: Breakdown of submissions by submission method

Method of submission	Number of submissions received
Post	0
Email	4
Total submissions	4

3.3 Submitter interest in the PDA

Submissions were received from a variety of interested parties. A breakdown of the submissions by interest is outlined in Table 3 below.

Table 3: Breakdown of submissions by interested party

Type of submitter	Number of submissions received
Landowner or resident in the Brisbane city centre	1
Industry and advocacy groups	1
Public sector entities	1
Other interested parties	1
Total submissions	4

3.4 Overarching areas of support or concern

A full evaluation of the submissions included consideration of topics of both support and concern as detailed in section 4.

A review of the submissions identified several overarching areas of support, namely:

- Support of a potential activated public realm outcome for the land north of Albert Street.
- Support for Albert Street Green Spine pedestrianised subtropical corridor.
- Support for the timely delivery of the Cross River Rail project for Queensland.
- Support for the *Queensland Walking Strategy 2019-2029* for the planning and delivery of “comfortable walking connections to Cross River Rail stations”.

Matters of concern were also noted:

- Concern about a potential tower development outcome for the land north of Albert Street.
- Greater provision / priority for cyclists should be made along Albert Street.

4. Summary of submissions and amendments

#	Summary of issue	Response	Amendment required?
General			
1.	Some or all of the external faces of the Station Services and Ventilation Shafts should be painted in local/appropriate aboriginal art.	The Delivery Authority notes the suggested façade treatment for the Station Services and Ventilation Shafts. The Cross River Rail tunnel and station works within the scope of the approved Environmental Impact Statement are not assessable development under the development scheme.	No
2.	The CityCycle station at the corner of Albert Street and Mary Street needs to be replaced at the Mary Street side of the PDA.	The CityCycle station at the corner of Albert Street and Mary Street will be replaced as an outcome of the Cross River Rail Project. The location of the replacement has yet to be determined. The Cross River Rail Tunnel and Station works within the scope of the approved Environmental Impact Statement are not assessable development under the development scheme.	No
3.	<p>Section 1.3.2 and 2.3, combined with graphics online and at the experience centre, indicate acquired property on the north side of Albert Street has already been earmarked for the location of a tower. There are enough towers and retail plazas in the city - the city needs more green space.</p> <p>It is not often valuable CBD land can be returned to the people as green space to value add to lives and the liveability of our beautiful city that is Brisbane - extending the green vision into that area and making the human experience the dominant consideration.</p> <p>Stages for live music, small pop-up style coffee shops or food trucks, lawn and seating could be facilitated along the walls of 110 Mary Street (Stone House) and 95 Charlotte Street (Sebel Hotel). The green spine concept could be expanded to include the world's largest, if not the Southern Hemisphere's, largest vertical wall garden.</p> <p>The construction of a tower would be a massive opportunity lost to improve lives, beautify and soften the CBD and make this area of the CBD for the people of Brisbane to meet, eat and love.</p>	<p>The submitter's preference for green space and associated activation opportunities (including fringing food and beverage, pop-ups and live music) for the site north of Albert Street is noted. The Delivery Authority has yet to determine the outcome for this land.</p> <p>As highlighted by section 1.3.2: <i>"Development in the PDA could result in various scales of development ranging from a public plaza with small-scale retail, to street buildings that contain retail and commercial uses, and potentially towers above"</i></p> <p>Section 2.3 – requirement 5 only applies if a tower is proposed.</p> <p>The proposed development scheme therefore allows for a range of outcomes, including public plaza (which includes green space) with city centre uses and activations.</p> <p>The Albert Street Station and Green Spine Overlay conceptually indicates a public realm plaza scenario or tower scenario for this land.</p>	No

#	Summary of issue	Response	Amendment required?
4.	<p>Land on the northern side of Albert Street: Under the new station design, this land in the Priority Development Area will not be required for post-construction operation of the station. This provides an opportunity to consider incorporating the land into the public realm as set out in Albert Street Vision — creating the 'green spine'.</p>	<p>The opportunity for incorporating the land into the public realm as set out in Albert Street Vision — creating the 'green spine' is noted.</p> <p>The proposed development scheme allows for a range of outcomes, including public plaza (which includes green space) with city centre uses and activations.</p> <p>The Albert Street Station and Green Spine Overlay conceptually indicates a public plaza scenario or tower scenario for this land.</p>	No
5.	<p>Not only will the CRR deliver economic benefits through job creation, it will ease congestion on our roads, reduce pollution and deliver on many health benefits by supporting people to be more physically active through active transport (walking, cycling and public transport).</p> <p>With approximately 62% of Queenslanders being overweight or obese, increasing incidental physical activity through active travel is crucial. It has been proven that people who use public transport walk at least 30 minutes more a day compared to people who drive private vehicles.</p> <p>Understanding the relationship between design and people's physical activity levels is important in the CRR station and precinct designs. The designs need to proactively support high numbers of people walking or cycling to the stations and reward, rather than punish, people for arriving without a car. Well designed, quality street environments that promote walking, bike riding and public transport not only support increased physical activity but are also good for business.</p>	<p>Supporting convenient access to and from the stations through public realm and precinct design is a key consideration for the Delivery Authority. At Albert Street station, the significant volume of pedestrians around the station was a key consideration for permanently closing Albert Street between Mary Street and Charlotte Street and also for delivering an improved pedestrian experience along Albert Street.</p> <p>The proposed development scheme 2.3 Vision outlines:</p> <p><i>“6. Prioritising access by public and active transport ahead of motor vehicle use.”</i></p> <p>and</p> <p><i>“7. Ensuring the public realm is highly-legible, permeable and designed to cater to high-volume pedestrian movements, including a generously landscaped, pedestrian oriented streetscape”</i></p> <p>An amendment has been made to better emphasise pedestrian priority as part of Vision requirement 6 above.</p> <p>Also, 2.4.5.1 requires development</p> <p><i>“provides for access and movement for all transport modes, with safety and convenience for walking and cycling prioritised over private and service vehicles.”</i></p>	Yes

#	Summary of issue	Response	Amendment required?
6.	Access and adequate end of trip facilities should be a high priority. It is envisaged that the stations and the surrounding streets will be shaded, connected, vibrant hubs with world class liveable public spaces to make walking and cycling to and from the area easy and enjoyable. Built or natural shade/shelter, benches, lighting, water fountains and bicycle racks/lockers, once considered “amenities”, are now recognised as functional and important street furnishings for users of all ages and abilities.	<p>Bicycle parking and end of trip facility requirements are addressed for assessable development in the PDA through 2.4 PDA-wide criteria 7, and guidance footnote 24, which refers to the requirements and standards identified in the <i>Brisbane City Plan 2014</i>, Transport, access, parking and servicing code and Transport, access, parking and servicing planning scheme policy.</p> <p>Requirements for shade and/or shelter are outlined in section 2.4.1.11 and 4.2.1.</p> <p>Amendments have been made to include street furniture reference at 2.4.2.1 as a new point “e” and shade trees incorporated within 2.4.2.1b.</p> <p>Please note several of these matters as they relate to Cross River Rail tunnel and station works are not assessable development within the PDA and are instead regulated by the approved project EIS.</p>	Yes
7.	By transforming Albert Street into a pedestrianised subtropical corridor, extending from Roma Street Parkland to the City Botanic Gardens, it is an exciting prospect to therefore provide for the ‘right of way’ of pedestrians to facilitate increased walking and actively discourage car use in the CBD.	<p>Support for Albert Street as a pedestrianised subtropical corridor is noted.</p> <p>The development scheme supports this outcome including the Albert Street Station and Green Spine Overlay guideline which depicts how PDA associated land, and other parts of Albert Street, could be enhanced for pedestrians.</p>	No
8.	The Department of State Development, Manufacturing, Infrastructure and Planning are working with the Institute of Public Works Engineering Australasia Queensland (IPWEAQ) on a revitalised Complete Streets guideline for Urban Street Design that could be utilised comprehensively throughout Cross River Rail project construction.	<p>Whilst the Albert Street CRR PDA is limited in its area (two sites within an established city centre street grid), the potential to incorporate outcomes from this work in planning for other larger station precinct redevelopments is noted by the Delivery Authority.</p> <p>A range of pedestrian priority, safety and comfort related requirements are included within the development scheme and these are also supported by the Albert Street Station and Green Spine Overlay guideline.</p>	No
Vision			
9.	2.3.6 – replace ‘by public and active transport’ with ‘by pedestrians, active transport and public transport’	Agreed	Yes
PDA-wide criteria			
10.	2.4.1.2 - include a footnote reference to Infrastructure Design Planning Scheme Policy.	2.4.1.2 criteria reflect the City Centre Neighbourhood Plan (CCNP) Performance Outcome 2. The planning scheme policy is not called up in the CCNP for this performance outcome or associated acceptable outcome.	No
11.	2.4.1.7 – replace ‘and bicycle parking’ with ‘,bicycle and micro mobility park-ing’.	Agreed	Yes
12.	2.4.2.1b – include ‘including shade trees,’ after ‘generous landscaping’	Agreed	Yes

#	Summary of issue	Response	Amendment required?
13.	2.4.2.1 – add a new point e “includes street furniture to provide a high level of amenity”	Agreed	Yes
14.	2.4.2.5 – replace ‘locates parking’ with ‘locates vehicle parking’	Agreed, though the requirement is based on the City Centre Neighbourhood Plan (CCNP) Performance Outcome 17 which states “locates parking”. Acceptable Outcome 17 states “car parking” therefore “car” has been incorporated instead of “vehicle” as this is consistent with the associated CCNP AO17.	Yes
15.	2.4.2.9 – include additional points as follows: g. by a recognised artist or craftsperson h. to address the site conditions in terms of design, choice of materials, durability and resistance to vandalism i. to be robust and easy to maintain.	2.4.2.9 criteria reflect the CCNP Performance Outcome 24. Proposed points g, h, j are not referenced here. It is noted that acceptable outcome 24 references the Infrastructure Design Planning Scheme Policy and on review it would be appropriate (and likely to address most of the suggested points) by footnote referencing this planning scheme policy as guidance.	Yes
Albert Street Station and Green Spine Overlay			
16.	Suitable cycling provisions should be provided along the entire length of Albert St (not shown on the current Albert Street Green Spine Overlay). If mixed with vehicles, the road space should be altered to not feel like a road so drivers understand it is cycle prioritised space.	The Albert Street Station and Green Spine Overlay is a design guideline that has been prepared to inform how public realm works could be resolved within the PDA associated land area. As such it does not apply to the full length of Albert Street and is indicative in nature. To address the issue raised, an amendment has been made to the Implementation Strategy to include consideration of active transport integration. Active transport includes cycling. Much of Albert Street is Brisbane City Council’s responsibility so in this regard the Delivery Authority can work with Council and the Department of Transport and Main Roads to consider cycle access outcomes along Albert Street. Please note section 2.3 Vision - point 6 (as amended) highlights that pedestrians, active transport and public transport is to be prioritised ahead of motor vehicle use. Also, 2.4.5.1 requires development <i>“provides for access and movement for all transport modes, with safety and convenience for walking and cycling prioritised over private and service vehicles.”</i>	Yes – proposed development scheme Implementation Strategy 4.2.3.

5. List of all amendments to the proposed development scheme

#	Section details	Nature of/reason for amendment
General		
1.	Throughout the document	To reflect the finalisation and adoption of the scheme amend the terminology through the document from 'proposed development scheme' to now read 'development scheme'.
2.	Throughout the document	To reflect the month the scheme was adopted.
3.	Throughout the document	For accuracy, amend minor formatting, typographical errors, word omissions or referencing.
Section 1.0 - Introduction		
4.	Section 1.6	Reference to Brisbane City Council removed at its request.
Section 2.0 - Land use plan		
5.	Section 2.3 Vision	Point 6 – replaced 'by public and active transport' with 'by pedestrians, active transport and public transport'. This emphasises the importance of providing for pedestrian access within the PDA and to the new underground station.
6.	Section 2.3 Vision	Point 7a - 'and the City Botanic Gardens' included after 'Queen Street Mall' This more completely reflects the function of Albert Street to connect these destinations.
7.	Section 2.4.1.7	'and bicycle parking' replaced with 'bicycle and micro mobility parking' This more completely provides for contemporary modes of active transport.
8.	Section 2.4.2.1b	including shade trees,' added after 'generous landscaping' This better reflects the design intention for the streetscape as also detailed within the Albert Street Station and Green Spine Overlay.
9.	Section 2.4.2.1	point e added "includes street furniture to provide a high level of amenity" This better reflects the design intention for the streetscape as also detailed within the Albert Street Station and Green Spine Overlay.
10.	Section 2.4.2.5	References to parking clarified to be 'vehicle parking'.
11.	Section 2.4.2.9	Added a guidance reference to the <i>Brisbane City Plan 2014</i> Infrastructure Design Planning Scheme Policy that provides further information for artwork installation.
Section 4.0 – Implementation strategy		
12.	4.2.3 Urban design and city centre interface	Amendment undertaken to include provision of active transport alongside public transport investigations near the new station as follows: The CRRDA, Department of Transport and Main Roads, Translink, and Brisbane City Council work together to investigate active transport and public transport service integration opportunities within the vicinity of the new underground station;
Section 5.0 – Schedules		
13.	Schedule 4	Description of PDA-associated development. Amend 1 to read as follows: 1. are carried out by or on behalf of the CRRDA or the MEDQ

6. List of all amendments to the Albert Street Station and Green Spine Overlay

#	Section / page reference	Nature of/reason for amendment
Albert Street Station and Green Spine Overlay		
1.	Purpose Page 3	2008 Western Transit Network Investigation Graphic removed. City Centre Master Plan graphic retained as it provides more contemporary context.
2.	Page 3 and Page 9 text	RFT replaced with 'request for tender'
3.	Page 5 and Page 8 text	First paragraph heading updated to Brisbane Vision 2031 to be clearer where the content has been sourced. First paragraph details replace 'Brisbane City Council vision' with "Brisbane City Council aspiration" as the quoted text is the aspiration within the Our well-designed, subtropical city theme. Second paragraph heading updated to read 'Brisbane City Council's Albert Street Priority Project' as the quoted text is sourced from the priority project introductory webpage text. Third paragraph heading updated to read 'City Plan Context'.
4.	Page 5 and Page 8 graphic amendments	The Albert Street Station entry / street awning updated to better reflect the approved station entry awning extension over Albert Street. Reference point 3 – updated: Possible Future Station Entry Reference point 5 – updated: Entry / Street Awning (indicative) Page 8 – White dashed Building Core exclusion zone included consistent with page 5. Amendments for consistency across pages and referencing clarifications.
5.	Page 5 and 6 impression image text	Station deleted from "Albert Street Station Impression" as the concept is street concept rather than a perspective of the approved station entry.

