

September 2017

BRISBANE



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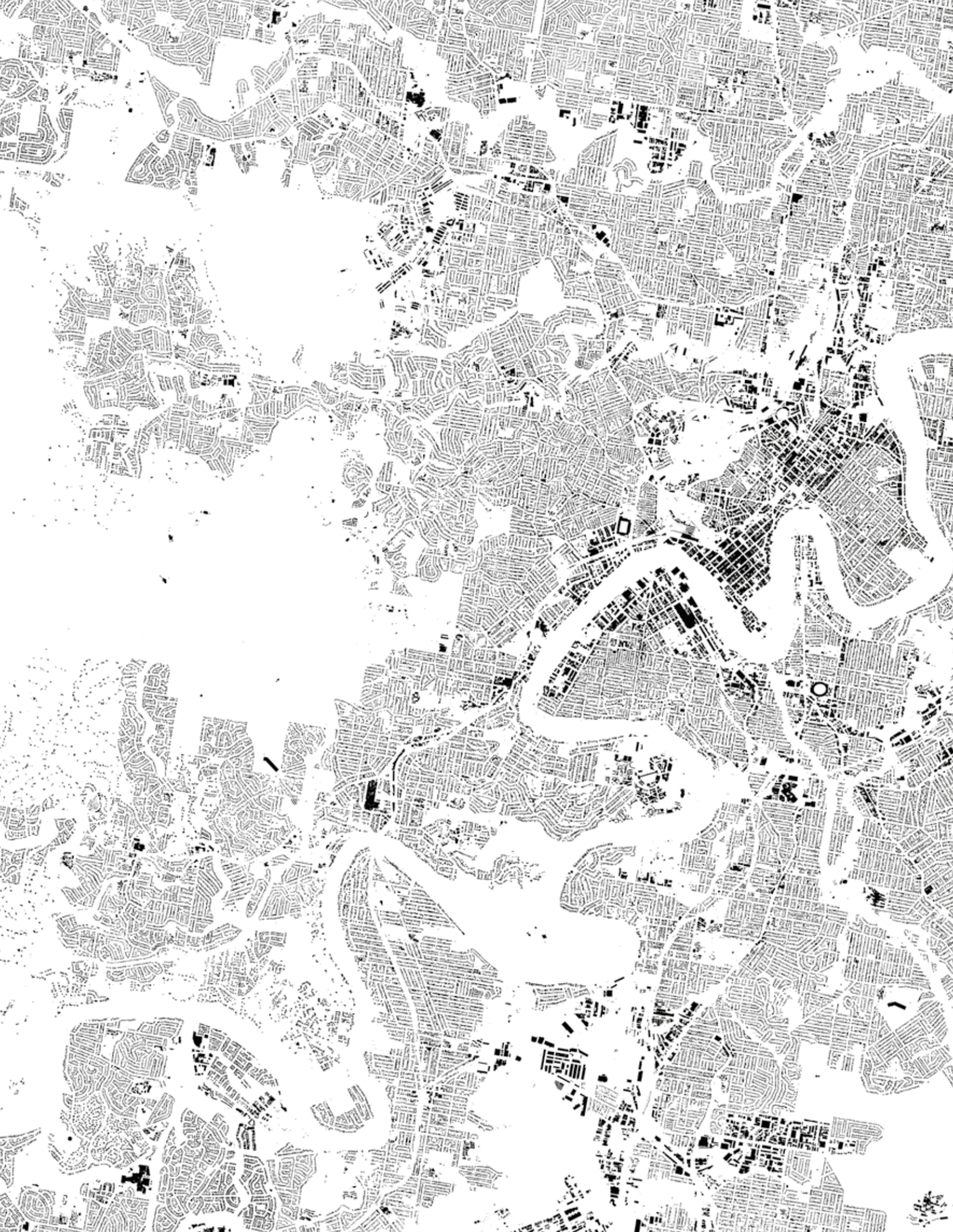
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September 2017

BRISBANE

An independent vision for the state's capital
by the Office of the
Queensland Government Architect

NOT GOVERNMENT POLICY





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by Malcolm Middleton OAM, Queensland
Government Architect

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Preface

BUILDING BRIDGES

Brisbane, like so many emerging world cities, wants to become the best city it can be, but its progress has been hampered by the lack of a clear vision for the city's future. Governments at all levels have produced countless plans and strategies for Brisbane, but they have generally been discrete pieces of work, with no coordinated vision to unite them.

Why does it matter? Surely a city can evolve in its own way, at its own speed? Indeed, Brisbane could continue to meander towards an uncertain and somewhat contested future, propelled by a series of disconnected short-term decisions made by both city and state agencies. But who knows where that will lead us, and do we want to take that risk?

AN INDEPENDENT VISION

That's why this document – an independent, non-partisan vision for Brisbane – is so important. Produced by the Office of the Queensland Government Architect, it takes a long-term view of the city context and explores the issues and challenges as they impact the five-kilometre zone around Brisbane's inner city. This vision sets out the path Brisbane could take to evolve into a globally influential new world city.

This document explores where we have come from, where we are now, and why we are poised on the cusp of enormous potential. It takes stock of Brisbane's assets and acknowledges its limitations, and presents ideas to develop the city in a cohesive way, supported by strong, collaborative governance. Decisions about Brisbane's built environment need to be made within a high-level, future-facing framework, which is why this vision sets out a new cooperative governance approach that will sustain and support a unified urban agenda.

This vision gives honest appraisals of the city's strengths and weaknesses and presents ways to build a better future. We know from targeted discussions that people agree with the ideas



presented in this document, while others may find some issues to debate. Ideally, this vision will assist and encourage people to think about their own long-term aspirations for this city. More importantly, we hope this vision will start and guide conversations. We want people to talk about the shape of the Brisbane in which they would like their grandchildren to live, work and play.

RIVER CONNECTIONS

David Malouf describes Brisbane as a place 'broken up by hills and endless switching back and forth upon itself of the river, offer[ing] no clear map to move in, and this is very unusual – I know of no city like it.'

Brisbane's challenge begins and ends at the river's edge, which brings together important historical, cultural, learning and lifestyle precincts with areas of infrastructure, maritime history, new accommodation and commerce.

For too long the city has let itself be constrained by the river that bisects it. Brisbane has been reluctant to bridge its major asset, creating city-wide patterns of settlement that mix high

potential with inefficiency, where places of close proximity remain unconnected. We need to start bridge-building now and this vision presents concepts for ten new green bridges, cross-river integrated transport networks and the creation of a green grid.

SHARING PERSPECTIVES

To create this document, we sought input and insight from many people whose experience ranges from urban affairs to special expertise in economics through to landscape. We commissioned a series of targeted studies and reports and, after analysis, we invited eight thought leaders to contribute essays (Perspectives on Brisbane p. 9) which open this report. These essays present many of the overall concepts that inform the analysis that follows, and they speculate on Brisbane's possible futures.

In the body of this document we take stock of our assets within a rapidly changing world (Future directions p. 33) and present a framework to develop these assets for the city's future benefit.


In Transforming Brisbane (p. 42) we develop the essays' themes and explore the identified areas of latent potential to define opportunities for Brisbane to transform itself into a more liveable and competitive new world city.

Our Vision for Brisbane (p. 66) puts forward the case for adhering to identified big picture issues. It is not a project plan or a set of instructions but shows how long-term decision-making based on a set of key principles should be used to shape the urban legacy of our city and our state.

A genuine urgency underscores this vision. For Brisbane to carve its own place among emerging global cities we need to start building bridges now, across the river and in meeting rooms.

Malcolm Middleton OAM
Queensland Government Architect





Essays

PERSPECTIVES OF BRISBANE

The following eight essays present a range of individual perspectives of Brisbane. The authors, drawn from a wide range of professional backgrounds, explore Brisbane's unique qualities, shortcomings and competitive advantages, and speculate how we can collectively unlock its considerable latent potential.



POSITIONING FOR THE FUTURE

BY KATE MEYRICK

It's 2050 and Brisbane has momentum and mojo: we are living in a charismatic new world city that is thriving in the new economic age.

Globally, we are experiencing an urban renaissance and recognising that in a new era of economic competition based on knowledge and innovation, cities are increasingly the dynamo driving regional and national growth. In the new urban hierarchy, not all cities are equal and some are better positioned to succeed than others. The intrinsic qualities of location, climate and environmental advantages are no longer enough to guarantee success as competition in the global landscape intensifies. The cities that continue to grow and thrive will be those that have made conscious investments in their future competitiveness and that can engage with emerging ideas and make new connections with their regions and the world.

Now more than ever it is critical that we decide what kind of city we want to be: re-imagining what it will mean to live, work, study and play in our city and determining how best to position Brisbane to compete effectively for talent and capital.

Brisbane's global positioning as a new world city articulates a vision for the city in 2031 and beyond as a leading business destination in the Asia-Pacific and a top-ten lifestyle city worldwide; a place that local people love and where students, businesses, researchers and innovators want to live, work and study. New world cities, based on a recent global study undertaken by Jones Lang LaSalle and the Business of Cities, are boutique and medium-sized but growing fast, based on their attractive infrastructure, enviable liveability and lifestyle offer. They have thriving and sustainable metropolitan economies with globally relevant enterprise clusters based on knowledge and innovations which enable their citizens to enjoy high income levels.

THIS SOUNDS LIKE A COMPELLING FUTURE, BUT ARE WE MISSION FIT?

Mission fitness is a function of how ready our leaders, institutions, policies, and hard and soft infrastructure are to take on the challenge of effectively competing for talent and capital in a rapidly changing world. In effect, it describes how certain we can be that Brisbane will thrive in the future.

One way of exploring our future potential is by examining how we are performing today, identifying current strengths that can be leveraged and priority areas that must be addressed. Analysing Brisbane's current ranking in five recognised indices (selected because of their comprehensive coverage) allows us to establish a more objective view of the city's performance relative to that of its global competitor set. These indices relate to five platforms underpinning the sustained competitiveness of any city, specifically sustainability, resilience, GDP, innovation and liveability. The headlines are

perhaps confronting; when compared with its competitors, Brisbane is a solid but not a stellar performer. A complacent city, comfortable with its place in the world but potentially lacking the courage or charisma to make the bold moves necessary to fulfil its potential as a new world city.

Sustainability and resilience are the foundations of an enduring and successful city and Brisbane's performance is consistent but uninspired. We need a future-oriented philosophy and smart solutions to be regarded as a leader. Ranking 30th in the 2016 Arcadis Sustainable Cities Index, Brisbane performs well on the basics of air pollution, drinking water and sanitation but is held back by greenhouse gas emissions, energy use and share of renewable energy. Our response to urban greenery, climate change, carbon neutrality and water management lacks imagination and we are not keeping pace with the rapid change in sustainability standards or best practice innovations. Many of our competitor cities have recognised that strong sustainability credentials are baseline for Millennial talent and increasingly significant to enlightened international capital.

Liveability is the new fundamental and is critical to accelerating and sustaining performance in the knowledge and innovation economy. It is widely regarded as Brisbane's greatest strength and it underpins our positioning and performance as a new world city. But are we really as liveable as we like to believe? Brisbane currently performs strongly in absolute terms ranking 18th in the 2015 Economic Intelligence Unit Global Liveability Rankings. This positioning is supported by its mild winters, environmental assets and relative affordability, however it lags behind the performance of the key cities in Australia and New Zealand with which it competes fiercely for talent and capital. Perhaps more significantly, whilst it is currently well positioned relative to its international competitor set, many of these cities are actively addressing issues of liveability with sustained programmes of investment in urban amenity, cultural vitality, housing choice, educational opportunity and social inclusion. With limited strategic investment in urban lifestyle precincts over the last decade, Brisbane needs to recognise changing audience appetites and increase the intensity and diversity of its urban lifestyle offer as a key priority.

Brisbane's existing innovation credentials are not well recognised and its latent potential needs active facilitation as we are rapidly falling behind our competitors. Assessment of the city's innovation performance is based on its current and future potential as a knowledge and ideas based economy: Brisbane is still emergent in this regard, and its performance in the Global Cities Innovation Index is stagnating in the mid-50s, where its competitors are rising rapidly. The unrealised potential needs to be supported, specifically by creating more visible innovation clusters and effective pathways for collaboration between education and industry: the ability to attract, grow and enable talent will be a critical success factor in this regard.

RESILIENCE INDEX 2014 GROSVENOR

GLOBAL RANK

	2	Vancouver
	5	Pittsburgh
	6	Stockholm
	7	Boston
	13	Melbourne
	19	Sydney
	27	BRISBANE
	29	Dublin
	32	Singapore

GLOBAL LIVEABILITY RANKING 2015 EU

GLOBAL RANK

	1	Melbourne
	5	Vancouver
	7	Sydney
	9	Auckland
	18	BRISBANE
	24	Stockholm
	30	Lyon
	31	Barcelona
	36	Boston
	39	Pittsburgh
	42	Dublin
	46	Manchester
	49	Singapore

LIFE SATISFACTION REGIONAL WELLBEING, 2006-14 OECD

LIFE SATISFACTION SCORE

(Out of 10, regional level)

	9.3	British Columbia, Vancouver
	8.5	Victoria, Melbourne
	8.5	Tennessee, Nashville
	8.5	Stockholm, Stockholm
	8.1	QUEENSLAND, BRISBANE
	8.1	Texas, Austin
	7.8	Auckland Region, Auckland
	7.8	Border, Midland, Westland - Dublin
	7.0	NSW, Sydney
	7.0	Massachusetts, Boston
	6.3	Rhône-Alpes, Lyon
	6.3	NW England, Manchester
	4.8	Catalonia, Barcelona

Sustained economic growth and prosperity for Brisbane relies on stimulating new economic activity as well as expanding the contribution of existing sector leaders. Ideas and innovation together with high-value knowledge-related business and advanced manufacturing sectors must all be regarded as target areas, recognising the priority this places on the talent attraction agenda and therefore the city's liveability, green credentials and enabling capability of its infrastructure.

SO HOW DO WE POSITION OURSELVES FOR A HIGH-PERFORMANCE FUTURE?

Moving up in the indices is one way of demonstrating to the world that Brisbane has momentum, but to cement our position as a new world city and ultimately take this to the next level will require us to think and act differently. To compete effectively in the knowledge economy landscape of a new world city demands that attracting talent and enabling innovation must be the pre-eminent focus when considering the strategic future of Brisbane's inner five kilometres. Without talent, we cannot thrive as a city and we will get left behind.

They will be sustainable and resilient to environmental and economic change. Whilst there is no magic formula that can guarantee a city's performance, The Hornerly Institute's longitudinal study of global and gateway cities has identified six factors as critical to optimising growth potential and competitiveness:

1. Bold, long-range thinking: enlightened institutional frameworks and a powerful shared vision.
2. A deep engagement with our community: an understanding of their needs and aspirations.
3. Active participation in global networks: increased international collaboration and proactive strategies for attracting overseas business, investment, talent and tourists.
4. Building an innovation niche and focusing relentlessly on building economic specialisations.
5. Intelligent investment in hard and soft connectivity, focusing specifically on:
 - the transport infrastructure and fibre that connect people to each other and to opportunity; and
 - the great urban places and public realm that support our soft connectivity, bringing people together to create social capital and intellectual property.
6. A believable identity and a powerful brand: curating a narrative that authentically reflects Brisbane's quirkiness and cultural exuberance or swagger.

To find its mojo and claim its place in the 2050 world, Brisbane needs to focus today on expanding its horizons and extending its reach; engaging with the world to understand opportunities, share knowledge and tackle challenges because successful cities are networked and participate actively in the global dialogue.

The city needs to marshal all of its resources to build and maintain competitive advantages

by creating effective coalitions between the public, private and community sectors: one area in which this collaboration could be almost instantly impactful is 'place'. Focusing on the long-term investment in the city's network of public realm and third spaces acknowledges their enduring significance in attracting talent, building social capital and enabling the soft connections that support the development of intellectual capital and strengthen the capacity of the city's innovation ecology.

But to do this Brisbane will need the next generation of its leaders across all sectors to be urban entrepreneurs united behind one vision, who understand the inner city as an asset rather than a political pawn. They will need courage and determination to 'think big' and ensure that every transformational project realises its maximum potential for achieving long term and citywide change. ■

KATE MEYRICK HAS MORE THAN 20 YEARS' EXPERIENCE IN THE PROPERTY SECTOR. AS CHIEF EXECUTIVE OF THE HORNERLY INSTITUTE SINCE 2006, KATE HAS BEEN INVOLVED IN MAJOR PLACE-MAKING PROJECTS THROUGHOUT AUSTRALIA, EUROPE AND ASIA. SHE WORKS IN PARTNERSHIP WITH GOVERNMENT, COMMUNITY AND THE PRIVATE SECTOR TO DELIVER LONG-TERM, SHARED-VALUE OUTCOMES FOR ALL STAKEHOLDERS. KATE HAS ESTABLISHED A TRACK RECORD FOR DELIVERING BOLD AND INNOVATIVE SOLUTIONS FOR URBAN LIFE.



Cities that leap forward will be those that are agile, networked and connected; socially inclusive, culturally vibrant and appealing places to live.





A NEW ECONOMY

BY MARCUS BROWN

Global competition for our talent is fierce. Brisbane must continue to adapt and prepare for a new wave of economic growth and activity.

The global economy is changing. The world is becoming a smaller place tightly woven by international trade in goods and services. The economic convergence of the developing world, urbanisation, technology, environmental challenges and demographic change weigh on our economic outlook. Our economic prosperity depends on our ongoing commitment to engage in the global market. However, low labour costs in the developing world have eroded our competitive advantage in basic manufacturing. While our physical resource endowment will remain significant contributors to our economic performance, our ability to develop, attract and retain human capital will underwrite living standards for generations to come. As such, the economy will become increasingly de-materialised, that is, less focused on the

trading of goods and more focused on trading services and know-how.

To continue to be a successful city economy, Brisbane must continue on its path towards being a knowledge-intensive economy. We are already on this path with knowledge intensity rising across the economic profile, from agriculture to the arts. A knowledge-intensive economy cannot be derived mechanistically. It relies on the complex and at times random interactions of human capital. In a knowledge-intensive economy the economic problem moves away from assigning scarce resources to infinite needs and wants, and becomes more about marshalling and containing footloose human capital. Invariably, for knowledge cities, the economic challenge is how to develop and attract knowledge workers, and then how to make them 'stick'.

THE STICKY CITY

Global competition for talent is fierce. Highly skilled knowledge workers have a buffet of potential opportunities. Hence the challenge for Brisbane is how to develop our own talent, attract new talent and make them 'stick'.

With Australia being a first world economy, there are myriad professional, technical and scientific opportunities available for enquiring minds to pursue, however this on its own is not enough with Europe, North America and Southeast Asia offering similar levels of opportunity. A 'sticky city' is one where relationships, both professional and personal, flourish. This connectedness roots people in their community. For personal and professional relationships and networks to grow, knowledge workers need a fertile mix of work, living and recreational environments to stimulate personal and interpersonal growth.

Knowledge cities are characterised by a diverse mix of intense and ever-changing economic, social and cultural interactions that keep knowledge workers engaged within both their work and home lives.

GROWING OUR OWN

To attract global talent and investment it is vital that Brisbane demonstrates it has a culture of knowledge development and dissemination. The creation of local supply chain capacity makes Brisbane more attractive for global

enterprises to establish operations in Brisbane. Demonstrating local capacity gives comfort to decision makers that their enterprise can be supported by a dynamic and complementary supply chain network, rather than forcing global companies to develop local capacity from scratch.

Integral to growing our own capacity is creating a city environment that can accommodate start-ups as either sole traders or micro-businesses. A diverse and dispersed network of small spaces throughout the city provides an ecosystem for start-ups and new entrepreneurs.

BREAKING DOWN THE WALLS

A potential constraint on Brisbane's evolution to one of the world's great knowledge cities is a historical obsession with boundaries and demarcation. Inner Brisbane comprises a series of economic precincts, including traditional business environments, such as the CBD and fringe, centres and industrial areas as well as a range of knowledge, creative and health hubs. Together these precincts create a multi-nodal core within inner Brisbane. This multi-nodality has the potential to create a knowledge-dense environment where diverse ideas and approaches come together to disrupt orthodox approaches and drive innovation. However, rather than these nodes being tightly woven into a rich urban fabric, in many instances they have discrete boundaries where one activity ends and another begins. In a knowledge-intensive urban context such demarcation is not only unnecessary, but also counterproductive.

Many of our major knowledge and research institutions are located on discrete campuses, in some cases purposely located and developed to turn their back on their surrounds. These institutions have the potential to be at the heart of a connected and boundary-less knowledge

and innovation ecosystem. Similarly, the march towards a more knowledge-intensive economy sees the lines between industries blurring. A prime example of this is the convergence already underway of health, education and manufacturing. These three industries are becoming increasingly dependent on one another and soon it might be impossible to identify the boundaries between these industries. Where does education and research stop and product development begin? However, planning controls that dictate locations persist with strict definitions of health, education and manufacturing.

Connecting the many nodes within inner Brisbane, and inner Brisbane to the rest of Queensland, Australia and the world both virtually and physically, is integral to the development of a knowledge-intensive economy characterised by increasingly complex and interrelated supply chains. Policy settings need to recognise the complexity and need for connectedness in the new era Brisbane has begun to enter.

REINFORCING OUR HISTORICAL LOCAL CENTRE FABRIC

The city's distinctive villages are a legacy of the historical tram network which played an important role in establishing the pattern of development and fine-grain urban fabric of Brisbane today. At a time when travelling by foot was the predominant means of transport, tram stops and junction points became the meeting places in a community, creating hubs for social interaction, consolidated services and increased activity.

Many of these emerged as some of the city's most valued neighbourhood centres including West End, Paddington and Stones Corner; each with a strong sense of place, unique character and lifestyle offer. The inherent

value and local-scale amenity each centre possesses provides a catalyst for building a stronger interconnected network of diverse centres across our local neighbourhoods.

With a renewed interest in 'smallness', locality, content and amenity, it will be important to allow economic activity to emerge organically in response to specific locational advantages, reinforcing what makes each centre distinctive. These inner-city villages should become the shopfront of a new economy for Brisbane, supporting diverse employment and lifestyle opportunities across a series of integrated local centres.

CONSOLIDATION VS DISPERSION

Brisbane's villages sit at the heart of each neighbourhood and are what shapes the city's identity, however there has always been a resistance to reinforcing their role in the economy. A major focus has been to attract large commercial businesses or establishing public or non-government institutions in the CBD with the expectation of further intensifying the knowledge corridor, clustering growth in education, health, research and innovation for collaboration and co-location benefits. Increasing urban density within the CBD and near city creates significant value through agglomeration and competition. A key side effect is rising property costs, driving higher rents and more competition. These higher costs can discourage emerging start-ups, micro-businesses and small and medium sized enterprises (SMEs) which require access to small, affordable and flexible spaces, not often accommodated in a CBD environment.

Possibilities for innovation and small-scale opportunities are further limited by the largely unchanged and stringent planning regulations that contain non-industrial economic activity to a small number of major retail centres outside of the CBD. The static and prescriptive nature of the planning system in these areas fails to provide sufficient diversity of business accommodation that can support the full life cycle of businesses, from start-up through commercialisation and acceleration, and on to maturity. This lack of flexibility to respond to emerging market trends and changing consumer tastes and preferences gives rise to a need to allow service provision and employment to disperse into our neighbourhoods. A more polycentric approach that recognises the potential for our network of villages to support the CBD and economic development would help curate complete suburbs, clustering homes, jobs, and places to socialise to provide a balanced lifestyle offer, all within walking distance.

THE FORUM FOR A NEW CREATIVE HOME-GROWN ECONOMY

Opportunities exist to strengthen our identity by creating a remarkable inner-city network of urban villages that function as key lifestyle enhancers and complement the knowledge corridor. A multi-centres approach to the city economy would reinforce the competitive advantages of inner Brisbane character centres, recognising the need for small-scale retail, commercial and community nodes that service neighbourhood-scale catchments. This structure could facilitate the growth of a new creative economy, based on dispersed micro-firms and sole traders, bringing new jobs and opportunities to the inner city.



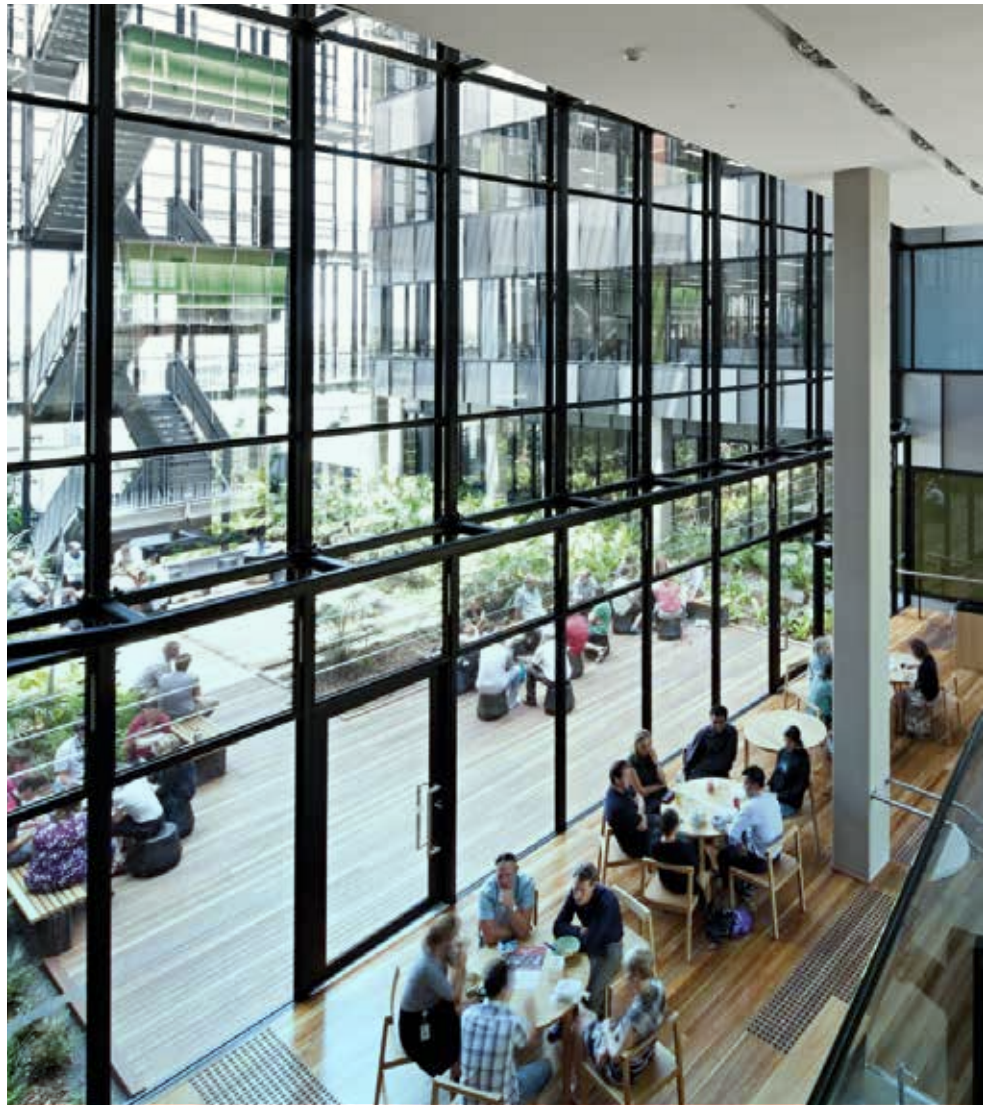
A small spaces strategy is needed to support the establishment of a vibrant start-up and micro-business sector within inner-Brisbane villages, to drive regional economic capability and creativity.

LOOKING OUT, NOT IN

As a knowledge city, Brisbane will rely heavily on its urban innovation engines. These are places that facilitate the coming together of knowledge to exchange ideas (either explicitly or tacitly). Urban innovation engines include third places (e.g. cafes), universities, research centres, airports, art galleries, museums, CBDs and connectivity networks. Urban innovation engines are typically gateways to either new places or new ideas and feature prominently in outward-looking cities. Breaking down barriers within the urban fabric maximises access to urban innovation engines and interaction with alternative views. Brisbane has a number of significant migrant communities that can also act as urban innovation engines connecting Brisbane to the rest of the world.

A knowledge city reaches out beyond its own precincts and boundaries to connect with the broader global economy, both virtually and physically. Brisbane is well placed to reach out to Asia and beyond, as a global city that develops, attracts and retains human capital through complex webs of professional, economic, social and cultural networks and relationships. ■

MARCUS BROWN IS AN URBAN ECONOMIST WITH 20 YEARS' EXPERIENCE. HE HAS PROVIDED ADVICE FOR A RANGE OF COMMUNITIES, INCLUDING INDIGENOUS AND REMOTE COMMUNITIES, RURAL TOWNS, PROVINCIAL CITIES AND METROPOLITAN AREAS.





THE RIVER CITY

BY CATHERIN BULL AM

River rhetoric. River reality. The River City as lived experience.

Nearly thirty years ago in 1989, a book was published by the Littoral Society called 'The Brisbane River: A source book for the future'. The publication followed a conference on the same theme supported by many public and private sponsors including the Brisbane City Council, two state government departments and over 20 commercial entities it consolidated much of the knowledge of the river environs at the time and made observations about future opportunities. These were optimistic days following Expo 88. South Bank had been purchased and development begun. The Arts Precinct neared completion and the first major riverfront cycle and walkways along the Eagle Street frontage and Coronation Drive were on their way. The Gardens Point peninsula was being reorganised including a riverfront promenade and mangrove walk, conservation and renewal of the City Botanic Gardens and pedestrianisation of the Parliamentary forecourt on George Street and QUT. There was a lot happening and as a maturing city, perhaps Brisbane would now truly come to terms with its riverine setting. Perhaps it would face the demanding realities of floods, complex meanders,

tidal ranges and muddy waters and embrace the opportunities the river offered for the future, opportunities that would make it worthy of being proudly a 'River City'.

A re-read of the contents and text in 2017 gives the reader much food for thought. How much and how little have been achieved? Have its lessons been learned and acted upon? Why is it that, after those first flushes of enthusiasm and real progress, so much remains to be done in the city's heart?

The intervening decades present many lessons and demonstrate the need for much more work - consistent and committed work - to earn the 'River City' moniker.

WHAT WE HAVE – AND HAVE NOT – ACHIEVED

There has been plenty of progress in those thirty years. Brisbane City Council's River's Edge Strategy guides activity with a clear focus on connectivity for bicycles and pedestrians along the river, as well as vehicles across. There are three new pedestrian and bicycle bridges: the Goodwill Bridge from QUT to South Bank, the Kurilpa Bridge from QAGOMA to the north quarter of the CBD and, with its busway, the Eleanor Schonell Bridge from The University of Queensland to Highgate Hill. At South Brisbane, the Go Between Bridge provides some tortuous

cross-and along-river pedestrian connections reputedly as afterthoughts to its primary purpose for vehicles and bicycles.

Dredging has gone, mangroves are protected and the water is cleaner. The CityCat system is established with its landings and connections to provide water-based transport.

Perhaps most importantly, the riverside pedestrian network is well on its way. In addition to the early sections along the Story Bridge reach of the CBD at Eagle Street, there are walkways and cycleways along the reaches of Coronation Drive, Kangaroo Point Cliffs, New Farm and Teneriffe, shortly to be joined by those along the upgraded Kingsford Smith Drive. Festivals such as Riverfire and the Brisbane Festival have become established as part of the city's calendar. Upstream, Rocks Riverside Park has been created at Seventeen Mile Rocks and at South Bank, the clearest manifestation of the city's aspirations, there have been various upgrades and changes to the riverfront promenade and addition of a new riverfront precinct and leisure space at River Quay.

After early experiments constructing these facilities in such an active tidal zone and with the sobering lessons of the 2011 floods, reconstruction has been required in some areas, with the serious investment required to up the ante and guarantee resilience through time.

The CityCat terminals and their connections are excellent examples. Elsewhere however, upgrades to contemporary standards remain outstanding. These include the pedestrian and cycle paths that connect South Bank to the Cultural Centre, the City Gardens to the Customs House, South Bank to Kangaroo Point Cliffs, the western CBD to the City Botanic Gardens and Coronation Drive, the Cultural Centre to West End ferry and Kingsford Smith Drive to Breakfast Creek. The decommissioned and now vandalised floating restaurant on Coronation Drive remains as a dangerous eyesore to be removed. In intensively used inner-city areas, mud flats and mangroves still collect tidal-born detritus, broken bottles, rusting cans and worse. Significant stretches of the river's edge are a hotchpotch of hastily tumbled rock-work, concrete blockwork or builder's rubbish. There is poor lighting to narrow walkways, cycleways and dangerous corners. The lengths of path that do exist stop suddenly for no reason a user can fathom. Massive concrete walls, columns, dark, dank and even smelly corners abound, dominating the reality of riverside experience for pedestrians and cyclists alike. It might be a tolerable to rush past such places to reach the better bits as a cyclist, but for a pedestrian the reality is grimmer. Would one really want to linger or even walk in such places for clear reason or for pleasure? Not only problems of history, some such examples have been constructed recently. Why, when the ambition is so clear, is this so?

The challenges that the various writers in the 1989 source book identified still apply – multi-jurisdictional ownership and control of riverside land; complex meanders and topography; a tidal range of more than three metres; unstable edges; the sheer cost of lasting construction in the active tidal zone. So while the aspirations for holistic thinking and integration of

initiatives along and across the river remain, their realisation in fact still appears somewhat beyond us. Rather than being a joy to experience and a true expression of our creative and technical capacities to confront and overcome such challenges, in 2017 too many stretches of the riverside access we have created remain experientially degrading and in some cases, even dangerous. They are hardly appropriate expressions of a city with global aspirations to be seen as a River City that cares not only how its river is used, but how it is experienced.

WHAT SHOULD WE EXPECT?

Despite the patchy reality, it is clear that people do and will use the river's edge wherever and whenever they can. In groups and individually, they sit by it, picnic by it, play by it, walk along it, cycle along it, eat by it and simply look at it.

They drive, park and live within view of it. This is apparent everywhere across the city, manifest in the numbers of users who crowd the better spaces that are available along the river and by the prices of properties with river access and river views.

With even the most basic improvements, use increases significantly, often, as is evidenced at South Bank, the Kangaroo Point reach and along some of the riverside cycleways, well beyond planned and designed capacity. Cyclists jostle with meandering or promenading pedestrians who prefer just to sit, stroll and catch the sun, shade or cooling breezes from the water but struggle to find the space. Barbecue parties even send in scouts in advance to reserve their spots. All of them seem to be saying to those who provide 'more space please!'. In response it could be argued, the Brisbane Vision and its River City paper lay out the goals for the city and its river in terms appropriate to contemporary conditions. These are clearly articulated, logical and are based on



You are surrounded. Loops and reaches, steep banks and the breeze that comes off water weave everywhere and still it's possible not to have seen the river.

- Thomas W. Shapcott



global as well as local experience. I argue however, that two important factors must be made explicit and acted upon rather than presumed for all their aspirational rhetoric to be realised.

1. POSITIVE EXPERIENCE AT THE FOREFRONT

The first factor may be simple but is often forgotten. Whatever projects – however large or small – are designed to improve river-edge use and function must count at their heart, rather than as optional extras, heightened and positive user experience. Acknowledging the very real complexities of this, projects must function not only in an engineering sense, they must dignify the river as a place and, quite simply, be beautiful to experience.

Despite the rhetoric over three decades, why does this remain unarticulated and more importantly, so rarely achieved? Why do so many works on and around our river's edge continue to be considered the province of the practical alone, often constructed as a hasty post-flood contingency? Why are the walls and embankments, the fences and barriers, the signs, the furniture, the spatial composition, just plain ugly? Why do they detract from the river scene rather than enhance it? Design in this territory must achieve not only practical requirements as outcomes but those of broader social benefit.

Design around the river must also become engaging, usable, elegant and imageable. As it has in other cities, for Brisbane to become truly a River City on the global stage, this must change.

2. INTEGRATING RATHER THAN FRAGMENTING

The second factor is to recognise and harness the power of the littoral or tidal zone to overcome fragmentation and the ad hoc, to achieve the necessary cohesion and integration of outcomes along the length of the river, especially in the all-important city heart. Much river's edge land may be under multiple and often private ownership, but the river and the complex interface between land and water, the all-important tidal zone to high water, are not. These remain under public control and provide the opportunity, should such control be exercised, to balance and calibrate facilities and achieve the sought after connectivity, integration and quality of the river's edge treatments to ensure appropriate use of the river itself.

At present in the inner-urban reaches, management and administration of use and construction of the river's edge at this interface lacks a clearly identified set of place-specific goals to achieve the appropriate quality. Facilities themselves are not considered together for their cumulative impact. Each project is considered, designed and delivered piecemeal and fragmented and ad hoc outcomes result.

GETTING IT RIGHT THIS TIME

Despite the challenges, there are a number of actions that can deliver on the city's riverine aspirations – at both administrative and project levels.

At a project level over the coming decade, there should be a stated goal as a base condition of funding, that every project along the river's

edge actually enhances and dignifies the river itself and the experience of its many users. Every project must be robust, resilient and elegant in the process. Users may be cyclists, drivers, pedestrians, nearby residents, cafe users, passengers in river craft, any or even all of these. Experience may be their ease and safety of access, but it should also include the satisfaction of all their senses, the visual, the aural, the textural, the olfactory. In addition to enhanced access or safety for example, will a new place or facility enhance the comfort offered by a cooling river breeze or a shady path? Will it, through the potential it offers for close interaction, enhance understanding of riverine ecology and the tides? Will it increase opportunities to enjoy just 'being there'? A project such as River Quay at South Bank was designed and delivered to achieve all of these but remains the exception rather than the rule.

Each project – every drain, wall, path and project – should deliver more than the contingent and merely functional in an engineering sense. It should contribute to the development of a new and more sophisticated formal language for the Brisbane River, a language that demonstrates positive experiential function, a language that adds to the city's understanding of its relationship to the river. Such a language should be one we can be proud of. By the decade's end and with lessons learnt, a comprehensive suite of functioning, elegant and simple examples of river-edge treatments should be in place to guide construction over the ensuing decades rather than as now, a mere one or two.

At an administrative and political level, perhaps a new 'Decade of the Brisbane River' is required to achieve this for the city, empowered by a specifically constituted Brisbane River Taskforce or even Authority? A governance structure is needed that breaks through and addresses the historic and existing constraints to achieve the

aspirations that this vision and its chapter on the River City articulate and that users now quite rightly expect.

Established to coordinate the decisions that are currently made by multiple government departments, such a taskforce (a structure used so successfully to deliver urban improvements to Brisbane in the 1990s) would recognise the factors that have constrained achievement for so long and deliver on the multiple goals required to achieve not only practicality but positive experience along the river's length. It would demonstrate, once and for all, that the relationship between the city of Brisbane and its river has matured and that the city now not only understands the constraints the river presents it, but has the ingenuity and creativity to live with and use them.

Such an investment – not only in works but in the expertise to create and manage them – would be an appropriate and mature investment in our premier physical asset. It would build the connectivity and quality the city currently lacks and would convert what has been up to now, the rhetoric of the River City to a reality. ■

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ACCESS ALL AREAS

BY LUKE FRANZMANN

Transport is one of the key infrastructure assets of any city, ultimately underpinning liveability, connectedness and economic performance. In Australia, our biggest cities are frequently recognised as some of the world's most liveable. They generate a significant share of the nation's productivity, and in recent decades have been a key focus for infrastructure investment.

To successfully translate a city's transport investment into liveability and a higher-performing economy, a holistic view is needed that looks beyond traditional approaches to managing congestion, planning for growth and relying on a limited range of travel modes.

TRANSPORT AND QUALITY OF LIFE

Prime Minister Malcolm Turnbull released the Smart Cities Plan in 2016 and introduced the concept of a 30-minute city as 'one where, no matter where you live, you can easily access the places you need to visit on a daily basis'.

The concept has been adopted around Australia, to plan for cities where residents can access employment, schools, shopping, services and recreational facilities within 30 minutes of home. The strategic vision for Plan Melbourne includes an even more ambitious goal of 20-minute neighbourhoods. For inner Brisbane, a 20-minute city is a goal to aspire to, connecting people to jobs, schools and services. This principle can be achieved by enhancing accessibility and locating new housing close to key destinations, facilities and employment, to improve the delivery of services and local containment. This will also enable a more equitable and socially inclusive city by providing more opportunities for face-to-face social

interactions, to generate a strong sense of community connection and greater well-being.

A 20-minute walking, cycling or passenger transport journey will depend greatly on the provision of better transport infrastructure and cost-effective travel alternatives to encourage a behavioural shift. The intent is to reduce social isolation and enhance quality of life with less time spent travelling, and more time for family and doing the things people enjoy.

A LOW-CAPACITY TRANSPORT NETWORK

As a low-density urban area, Brisbane has traditionally relied heavily on lower-capacity travel modes, like buses and cars, to provide the line haul task generally performed by rail in other jurisdictions. The mode share for public transport in Brisbane is low in comparison with other cities, catering for only 8.6% of all travel. Few sections of Brisbane's passenger transport network can be considered as truly 'mass

transit', catering for high passenger volumes on dedicated right-of-way infrastructure, and this inevitably means our transport network is subject to greater levels of crowding and service reliability issues as passenger demand approaches capacity.

Growing demand for mobility and connectivity is increasing pressure on the South East Queensland transport network, resulting in longer and more variable travel times, crowding and congestion.

The Bureau of Infrastructure, Transport and Regional Economics estimates that congestion costs in metropolitan capital cities was around \$16.5 billion in 2015. Private vehicles currently dominate the way people move around, with more than 80 per cent of all trips made by car.

Continued growth in car travel will increase congestion and impact the movement of goods and services, increasing the cost of conducting business. The Australian Infrastructure Audit estimates the cost of delays on the Brisbane-Gold Coast-Sunshine Coast transport network caused by congestion will grow from around \$2 billion to around \$9 billion in 2031.

Recent road projects such as the Clem Jones Tunnel (Clem 7), Airport Link and Legacy Way offer bypass routes around the city to avoid further congesting the inner-city core. At the same time, there has been significant investment in busways to increase capacity for commuters into the CBD. However, these road-based systems are reaching their limits and are highly constrained in key areas through the inner city.

Cars have less capacity to provide the same level of connectivity as in the past, especially to key economic nodes such as the CBD. Congestion caused by excessive demand—relative to road capacity—or incidents is already an issue, affecting network reliability. Unless congestion is managed effectively, business will face significantly increased costs.

In Brisbane, the challenge cannot be met by building more roads that funnel more traffic into an already congested urban core. The overall liveability and amenity of the city would also be detrimentally impacted.

Capacity constraints on the busway network are already highly visible – during peak hours, queues of buses can be observed on key entries into the CBD such as the Victoria Bridge and the approach to the Melbourne Street portal. Similar constraints exist on the city street system where high bus volumes and limited on-street stopping space and mixed traffic operations cause queuing and reliability impacts.

The rail network, which already experiences periodic overcrowding on key corridors, will need to cater for significant growth in the peak period as our roads become more congested. The existing rail network will be unable to cater for the anticipated growth in demand.

LAND USE AND TRANSPORT

The move towards denser, more compact cities is already underway around the world. In Australia's largest cities, structural changes in



the economy and cultural changes are driving higher-density inner-city living. The shift of the national economy towards knowledge-intensive industries has triggered the clustering of high-value jobs in and around our city centres. Demographic and cultural change and the progressive ageing of the population have also seen some people move to the inner-city to access smaller and denser housing options.

Increasing the delivery of high-quality, medium to high-density development in established urban areas and close to transport infrastructure will provide Brisbane with a viable path towards being a more compact, affordable and environmentally sustainable urban environment. Increasing densities across a city places employees and businesses in closer proximity with each other, creating robust labour markets and facilitating the clustering of economic and social activity.

Passenger transport infrastructure is a key economic enabler, allowing efficient trading between businesses, workers to access job opportunities, and residents and visitors to enjoy leisure activities. It also shapes land use by signalling where new or intensified urban development is feasible and underpins an appropriate spatial distribution of economic activity. By supporting denser land uses, well-planned passenger transport infrastructure directly generates opportunities for agglomeration economies.

For the economy to function efficiently, all of these factors need to be in tune. The rising level of knowledge-intensive activity in all sectors of the economy increases the importance of efficiently connecting business, jobs and residents to leverage the full advantage of agglomeration opportunities in the CBD.

A NEW MINDSET IS NEEDED

The transport system we have today will be unable to keep pace with projected growth in demand, and without significant investment will fail to capture the full scope of opportunity. The following key challenges have been identified for particular attention:

- Mounting pressure and transport congestion within the urban core with rising impacts upon local business, residential and community amenity and accessibility.
- An over-reliance on lower-capacity modes, like buses and cars, to deliver much of the linehaul transport task in Brisbane.
- Better integrating our passenger transport network by challenging the current 'one-mode/one-seat' bus network planning philosophy.
- The barrier the Brisbane River has created to direct, rapid connections between inner-city precincts and key destinations.
- A passenger rail network which must also cater for freight, restricting frequent 'turn-up and go' services and reducing the



There is a close relationship between the structure of the economy, the nature of transport systems and the shape of cities.

desirability for transit-oriented development around the rail corridor.

- Constraints to traditional funding limiting the ability for government to respond, with key sources of funding like fuel excise in decline, and a desire for a more user-pays or beneficiary-pays approach.
- Responding to mobility trends and disruptive technologies, like next-generation ICT connectivity that enables, anywhere working and connected and autonomous vehicles that could change our need to drive.

TOWARDS A 20-MINUTE CITY

For Brisbane to reach its full potential, passenger transport will emerge as a critical ingredient. We need to recognise the important role liveability plays in attracting the talent required to underpin competitiveness in an increasingly global economy. Bold leadership and vision will be required to position Brisbane and realise a high-performing urban mobility network. An integrated framework is required to coordinate the inner city's economic development future whilst accommodating infill growth and facilitating a shift towards more sustainable travel behaviour.

A rich body of thinking already exists and a multitude of concepts have already been proposed in Brisbane's past transport plans. A fresh look at these ideas in the context of emerging global megatrends and the particular challenges and circumstances for

Brisbane's inner city highlights a number of key opportunities to reposition the city and its transport network for the future.

1. **TEN NEW GREEN BRIDGES:** To increase accessibility and permeability in the inner city, remove the mobility barriers for residential areas in isolated river peninsulas and make walking, cycling and rapid transit more direct and convenient.
2. **CYCLE CITY LATTICE:** Ten dedicated 'green highways' to unlock 20-minute travel between inner-city villages, employment areas and destinations, creating an active transport grid linking open space corridors, centres and mass-transit nodes.
3. **REIMAGINING THE ONE-WAY COUPLETS:** Embrace a more people-orientated mindset for these important inner-city streets to reduce traffic blight and address severance impact in some of our most iconic, but under-appreciated urban places.
4. **MOBILITY AS A SERVICE:** Moving away from personally owned modes of transport and towards mobility solutions that are consumed as a service. Transforming passenger transport, where ad hoc, on-demand transport (enabled by the sharing economy) complements the mass transit system.

5. **RETHINKING THE BUS NETWORK:** Building a mass transit network, through Cross River Rail and higher-capacity metro-style services along busways, allows a rethink of how the rest of the passenger transport system operates, and will enable a more integrated, connected and simplified system.
6. **RIVERLINK RAPID TRANSIT:** Supplementing the region's north-south mass transit system, a new mass rapid-transit line between UQ and the Australia Trade Coast, connecting the inner-city river peninsulas, and the city's fastest-growing residential and employment precincts.
7. **REIMAGINING NORTH BANK AND THE EXPRESSWAY:** Unlocking the coordinated redevelopment of the North and South Banks of the river, by reconfiguring the Riverside Expressway for people movement and providing new, and better utilising existing, alternative underground traffic routes.
8. **BRISBANE RAIL FREIGHT BYPASS:** Extending Inland Rail to the Port of Brisbane and across the Brisbane River to Northgate, to entirely remove rail freight from the city's passenger rail network, enabling metro-style 'turn up and go' passenger services throughout the day and stimulating Transit Orientated Development across the inner-city rail network.
9. **SEQ INTERCITY FAST RAIL:** Establish fast rail between major SEQ urban areas enabling rapid door-to-door and business travel to strengthen the performance of each of the independent city economies and capitalise on the potential benefits of a polycentric regional offer.
10. **PRICING TRANSPORT:** With the current system of transport funding being outdated, inefficient, unfair and unsustainable, a move to replace fuel excise and other road-user charges with a comprehensive electronic road pricing system to better manage demand for road space and provide more sustainable funding for transport. ■

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SHORT STORIES FROM SUBURBIA

Decentralisation, neighbourhoods
and open space

BY STUART VOKES

OBSERVATIONS FROM SUBURBIA: THE STORY OF DECENTRALISATION

'There are few people who do not enjoy the magic of a great city. But urban sprawl takes it away from everyone except the few who are lucky enough, or rich enough, to live close to the largest centres.'

In 1925 numerous local government authorities of various sizes were abolished and merged into the greater City of Brisbane, including the cities of Brisbane and South Brisbane, the towns of Hamilton, Ithaca, Sandgate, Toowong, Windsor and Wynnum, and the shires of Balmoral, Belmont, Coorparoo, Enoggera, Kedron, Moggill, Sherwood, Stephens, Taringa, Tingalpa, Toombul and Yeerongpilly. Whilst Brisbane is administered by a centralised and singular governance, the city continues to operate within its historic settlement pattern of many villages, each with varying degrees of legibility.

Passing through the inner-city suburbs of Brisbane today one can find remnants of the things that shaped its earliest urbanism, pre-amalgamation: wide streets and carriageways along ridgelines with easy gradients that were once bustling tram routes; corner stores protected as commercial character buildings; small clusters of shops that record tram stops or ferry stops along the route; (traces) of historic retail high streets developed

around train stations; remnant domestic front gardens and side gardens contributing to the significant low-density 'garden city' character of Brisbane; a proliferation of elevated timber bungalows with generous boundary setbacks dictated by fire-safety regulations; ribbons of interconnected parkland located along creek systems, Brisbane River tributaries and other overland stormwater flow paths; old cricket sheds and federation-style timber grandstands set in playing fields occupied by local sporting clubs; former School of Arts buildings built in the Art Deco style (now often occupied by antique and second-hand furniture merchants), and old suburban courthouses, town halls and community halls in various states of inhabitation. Now and then a local suburban cultural festival causes traffic mayhem for a weekend as the rest of the city relocates for a day to be a part of an annual celebration. These events involving food, wine, billycart racing and dancing temporarily close streets and laneways, but more often it's the civic parks that accommodate big crowds: local school fetes, charity fun-runs, bicycle fanciers festivals, historic car shows, birthday parties and weddings.

Despite the latent amenity and assets that exist in the inner suburbs, these days it's the parks and streets on the edge of the CBD that attract the biggest festivals, the greatest visibility and most widespread promotion. Likewise the CBD

also dominates the attention of city-thinkers, and tends to receive a more serious approach to city-making and higher-quality of built outcomes. As a result the CBD enjoys a level of social density accommodated by sophisticated mixed-use and high-end precincts. This is the story of contemporary urban consolidation.

In light of this contemporary pattern of centralisation, how might the inner suburbs of Brisbane be reinvigorated? How might they better enable a diverse public, private and community life of the city, and why might we consider this to be desirable? The answers might lie in refocusing on decentralisation and reactivating a dormant civic and mercantile function, and the tremendous resource in public and private open space that exists in the inner-city suburbs.

IDENTIFYING OPPORTUNITIES FOR SUBURBAN RENEWAL: THE STORY OF NEIGHBOURHOODS

*'Some of our nostalgia and mourning is not for public life at all, not for the world of strangers; it is for something quite different, real and precious: local neighbourhood life, community, a world of neighbours and friends, the parochial realm.'*²

People need an identifiable spatial unit to belong to. Identity is critical in establishing a strong sense of place, custodianship and pride in the places that we live and work.

It is difficult to ascribe a singular identity to the City of Brisbane. It is a large and complex artefact containing a wide range of cultural and environmental influences including built and natural assets, cultural identity and tradition, topography, movement patterns, remnant wilderness and other private and public open space. To attempt to make a singular reading of any large city is to desire an homogeneous city. Alternatively, to think about a 'Mosaic of Subcultures' to quote Christopher Alexander et al., defined by spatial territories and neighbourhood markers, is to gift a city with the opportunity for a rich set of lifestyles and circumstances of individual characters and experiences.

By refocusing city thinking at a smaller spatial scale it is possible for one to identify a 'mosaic of neighbourhoods', each with its own permeable boundary, cultural identity and lifestyle, its own landscape setting and relationship to the centre. Further, a study of cultural behaviour and occupation at the scale of the neighbourhood and its sub-components of public and private rooms, streets and open space, will challenge the myth of a city derived from a single centre (CBD).

The planning work at the level of the local government and in particular its suite of neighbourhood plans and companion neighbourhood codes is a critical body of work and an important planning tool for the evolving city. There is an opportunity to continue the leadership and legacy of the council's Urban Renewal Task Force of the past 30 years that is responsible for reigniting our cultural interest in the suburban and village amenity.

The desired environmental outcomes of a 'neighbourhood oriented development' might include:

- Housing diversity and affordability: to enable high-and low-density settings needed for all stages of life.
- Intergenerational robustness: to focus on the enduring relevance and lifecycle of housing and settings.
- Identifiable neighbourhoods and pride: to provide an identifiable spatial unit to belong to.
- Domesticating or de-institutionalising care: to enable the provision of care that would otherwise fall to the government, or private sector, or not be provided at all.
- Individually owned shops: to enable sustainable, mercantile activity and promote emerging economies and start-ups.
- Small public squares and community gardens: to contribute to a civic and community life.
- Scattered work and local/household economic sustainability: to address the inefficiency of the suburbs in the daily exporting of workers' labour and consumers, and the importing of goods and services.
- Lively promenades and pedestrian streets: to activate walkable neighbourhoods.
- Places for large trees: to live with the presence of nature.



RE-PURPOSING NEIGHBOURHOODS: THE STORY OF CIVIC AND MERCANTILE FUNCTION

*'Suburban streets and other neighbourhood spaces could be sociable, flexible, beautiful, biodiverse and productive. Neighbourhoods will need to be places where people want to be and where many more of their daily needs can be satisfied and their enjoyments had.'*¹³

Neighbourhoods are the key to successful decentralisation, but in order for them to become so, we must question what their role might be beyond simply a low-density dormitory outside the city centre. Increases in social densities will place growing demand on civic amenities and opportunities for the emergence and growth of existing local neighbourhood economies. The evolving medium-density and high-density housing typologies together with existing detached bungalows will accommodate critical population densities to support an authentic civic and mercantile function in our neighbourhoods.

The execution of a civic ambition will involve both reconstruction and preservation of (sub)urban fabric. The installation of civic facilities, local council libraries, local and state government authority administration offices, swimming pools, arts institutions, galleries, community halls and theatres, and high-level sporting facilities should be encouraged.

Likewise, the preservation of existing civic parks and open space is vital in enabling small-and large-scaled community events and cultural festivals. The government may also lead by example by funding new buildings and spaces to support this civic function (other than transport networks and hubs). For example local government councillors should be housed in buildings capable of supporting their civic functions, and not in C-grade commercial tenancies located off the back carpark of large suburban retail centres.

Sustainable neighbourhoods will provide opportunities for scattered work. This will address the artificial separation of living and work practices, often leading to extra personal costs and disruption to daily routines, and a greater reliance on institutionalised childcare, aged-care and healthcare.

Trainer in Bamford (1992) suggests that 'if we are to radically change our economic and social patterns and shift the centre of gravity of the economy from the boardroom to the domestic backyard – then we will need space and resources and skills at or close to home to do it.'

Presently a small-to medium-sized local enterprise has few alternatives for setting up in the suburbs; either the sub-optimal suburban strip shops on suburban feeder roads, or the large-scaled suburban shopping centre mall. A third opportunity exists in industry-zoned



precincts at the periphery of the city which in their present locations generally have poor connectivity with other aspects of city culture. With the retro-fitting of what is termed the 'middle density', there are opportunities for neighbourhoods to provide diverse mercantile activity including superior high-street or shop-top housing, and a range of work-from-home arrangements enabled by clever infill frontyard and backyard buildings.

OPEN SPACE AND POINTS OF EXCHANGE: THE STORY OF A GARDEN CITY

*'What is often overlooked, however, is the efficiency and flexibility that low density promotes in the household economy and in its relations with the market economy.'*⁴

The evolution of Australian cities might be described by four familiar phases: the walking city, the transit city, the automobile city, and the compact city (Newman in Bamford 2002). The latter model, the compact city, is championed by densifiers as solving the urban environmental ills of our automobile cities, claiming that density is the key element of sustainable growth, pressuring us to do more with our space.

*'In deciding whether or not space is wisely allocated in our cities from an environmental (psychological, social, or political) point of view, we need to ask what that space is and might easily be used for, and what choices or trade-offs households are offered or would make. It is an intellectually barren accounting procedure to merely suppose that we have only to measure densities to determine whether or not space is 'wasted' in our cities.'*⁵

Suburbia has long been criticised for being unproductive, and for its inefficient and unsustainable use of land. This critique of course is based on the measure of its contribution to the market economy, in the way that urban land use is measured. There exists however an overlooked public agenda and productive potential in the suburbs, namely its contribution to the production and investment in human capital. As well as child raising, private open space found on the typical suburban lot also enables a whole range of domestic routines, maintenance and chores such as food growing, laundering, vehicle and bicycle repairs and animal stewarding. Likewise, household economies, social equity, public health, water management, natural ecological processes and biodiversity, air quality, beauty and pleasure are also sustained by this open space.

The presence of nature in the city is both fundamental to human comfort and a healthy society. It is also the aspect of the urban fabric which is responsible for Brisbane's distinct visual character (the often overlooked partner of the iconic timber and tin bungalows). This historic low density provides a profound presence of nature, particularly in the visible presence and legibility of the ground, which can be seen folding its way from the CBD out into the suburbs.

This interconnected field of both private and public open space is a collective amenity and will provide the key to rediscovering vibrant

and healthy neighbourhoods, and will enable the reinstatement of civic and mercantile functions in the suburbs, and sustain likely increases in social densities. Bamford reminds us that we can no longer afford to squander open space in the city. Bamford suggests a necessary re-valuing and proper accounting of private and public open space in the city so that it might sustain increases in both built and social densities.

It is vital that open space be redefined as not just those areas of cultivated and wild nature that might be coloured green on a planning map – backyards, city parks, creek systems, the river and bushland and other places of wilderness – but also 'non-green' space in the city such as roads, plazas, lanes and driveways, which deliver key abstracts of nature: the ground, light, air, spatial emptiness.

Open space will unlock better community engagement and points of cultural exchange. Open space will provide the site for building extra rooms, providing places for work, enhancing great streets, organising places of assembly, enabling active recreation and exercise, and the critical thresholds and points of exchange between neighbourhoods and the city centre, neighbourhoods and wilderness, and neighbourhoods and other neighbourhoods.

FOUR PROPOSITIONS: THE STORY OF BACKYARD AND FRONTYARD PROJECTS

Following are four examples of possible suburban projects and opportunities and design guidelines.

Building behaviour

What would a neighbourhood be like if we were to re-classify a hierarchy of streets and roads and write a new building siting framework that relates to responses to street types and settings, and not a single apply-all ratio? For example, building on a suburban high street should trigger the question 'How should a building behave on a high street?' I refer to the urban research and writing by Tokyo-based Atelier Bow Wow in relation to 'building behaviour'. This thinking might result in front garden buildings, zero lots buildings, buildings with generous setbacks yielding street gardens that are micro neighbourhood parks with significant trees.

Further, the adopted siting guidelines that manage building height and setback relationships might be reviewed and re-written to enable suitable and appropriate outcomes for neighbourhoods that are not currently enabled by Brisbane's planning instrument. Building height controls might be recast based on topography, local tradition and prevailing building culture and the presence/proximity of open space.

A weatherboard urbanism – a small spaces approach

What would a neighbourhood be like if we preserved the distinctive suburban character of the historic timber buildings and their gardens but enabled greater increases in social and built densities than is currently realised? The traditional Brisbane timber building fabric is robust and adaptable, providing a range of proposals for retro-fitting increased densities and amenities into the suburbs, lot by lot, including under-the-house projects and small backyard/frontyard projects accommodating work-from-home scenarios and de-institutionalised care arrangements. Design



solutions may involve lifting, moving or rotating the existing buildings to yield optimum use of the site, consolidation of the setting or to preserve existing large trees and other vegetation.

A form of Bamford's garden-oriented development will play a vital role in reconciling the tension that has always existed between lightweight (timber) cities and fire separation producing gaps (setbacks) between buildings and lot boundaries. Small building projects, which could include small-household secondary dwellings, studios, retail rooms and workshops, have the capacity to activate street frontages and realise the great amenity of the reservoir of green at the back of buildings.

Post private vehicle ownership

What would a neighbourhood be like if we re-thought carparking standards for both residential and commercial developments, and instead re-valued the ground prioritising its amenity for people? We would make more suburban high-street buildings that actually engage the street, and we would design better facades and make more beautiful front gardens (or even become gardeners). We would promote greater opportunity for social activity in the frontyard, chance meetings on the edge of the street. We might even begin to re-occupy the street again, as a critical piece of public realm in neighbourhoods. Less off-street carparking would ease up space on site for greater productivity and large trees. This shift in thinking might turn our attention to what

is to become of all of the double car garages and carports that have been constructed in the historic street gardens of pre-war and interwar Brisbane houses, particularly in the post private car ownership period. Existing car structures might accommodate small enterprise and local shops, or offer a new stock for multi-generational occupancy. Swathes of precious ground in the front and rear of suburban strip shops might provide building sites for dense housing, or contribute again to the collective green setting of adjoining residential lots.

Suburban sharing economy

What would a neighbourhood be like if we encouraged the sharing of certain amenity that fell outside of the formal definitions of public or private ownership? There are boundless opportunities, for example to grow food locally by cultivating 'leftover' crown land. Street verges, road reserves and small sites surrounding services infrastructure can provide sites for local community gardens, food swaps and urban food streets.

Shared outdoor space can also be offered between private domestic lots. The traditional lot patterns of the inner-city suburbs of Brisbane promote this behaviour of recognising the collective resource of interconnected backyards, lawns and trees. Clare Cooper Marcus reminds us that boundary fences should be challenged in favour of alternative methods of defining territory to help foster a greater sense of community ⁶. ■

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CITY IN A LANDSCAPE

BY NATHALIE WARD

What a thousand pities that splendid jungle was ever sacrificed, for it would have made the grandest natural botanic garden in the world.

– Archibald Meston

Brisbane's climate and topography has shaped our city and defined our lifestyle – a potent mix of geography, climate and memory. Our landscape and latitude influence our everyday lives. Clouds of bats take to the skies each evening, heading from their creekside roosting grounds to the fruit trees of the suburbs. Large-scale trees sit above the rooftops reminding us of the native forests that once stood there. Fig trees reach out and demand their own place in the city fabric.

Brisbane's landscape is far different from that encountered by our first Australians, a river's edge fringed with a mosaic of rainforests spread across broad floodplains, pockets of dense scrub and open forests covering hillsides.

The underlying landform is still evident today, a unique blend of undulating hills, interspersed with steep rises and gently sloping plains, often

difficult to understand and value. As award-winning Brisbane author David Malouf writes, this place 'offers a different notion of what the land might be...it shapes those who grow up there with a different sensibility, a different cast of mind. Creates a different sort of Australian'.

Brisbane's distinctive subtropical lifestyle is characterised by accessibility to the outdoors for recreation, social interaction and respite. At its best it is a fusion of built environment and landscape. This balance not only influences our daily lives, it is a critical determinant of the city's image and future liveability. However, the balance is fragile and more a product of chance than planning.

Without a strategic approach, increased population, urbanisation and climate change could tip the scale. Today there is a much more nuanced appreciation of the therapeutic potential of natural landscapes, open spaces, and parks. Globally, cities are recognising these ingredients and active transport networks in supporting healthy lifestyles and social cohesion. In September 2016, The Lancet reported that living near green space, particularly in urban areas, can have a positive effect on a person's health, possibly even on blood pressure, depression, and physical activity levels.

People who live near parks or open spaces are proven to exercise more and have lower levels of obesity and diabetes. Views to green spaces improve mental health, and people working in environments with plants and access to green spaces have been found to be more productive.

Open spaces provide valuable settings for people to connect with one another. Providing walkable access to these spaces underpins a socially inclusive community.

BRISBANE'S OPEN AND GREEN SPACES: CHALLENGES AND OPPORTUNITIES

Unlike Sydney's or Melbourne's grand parks and gardens, the bulk of Brisbane's greenery resides in its many backyards, a curious suburban mix of exotics and natives. Species range from jacarandas, poincianas and mangoes, to figs, silky oaks, hoop and kauri pine. However, with the progressive loss of the traditional backyard as a result of diminishing lot sizes, and more prevalent medium-to high-density living, Brisbane is slowly losing its patchwork of larger-scaled trees important to bird life. Fauna movement corridors and understorey plants required for fauna habitat are also being lost. An alternative approach to maintain and enhance the overall greenery of the city is required.

The changing form of Brisbane and demographic trends indicate that more people will be living in the inner city. This population will be more culturally diverse and there will be a greater proportion of older people. Providing walkable and connected access to a range of open space and outdoor activities will be essential to a socially inclusive community. However, our city's current public spaces are often disconnected by barriers. These include infrastructure corridors, topography, our river and its creek systems. Connecting public spaces across these barriers is a significant but not insurmountable challenge.

Climate change and greater urbanisation is affecting the sustainability of our city. We are experiencing increasingly severe flooding events, storms, droughts and prolonged periods of excessive heat. The planning and design of our open spaces and public realm will be a key ingredient of any response.

Major parklands such as South Bank Parklands, Roma Street Parklands, Rocks Riverside Park, New Farm Park and the City Botanic Gardens provide a high level of multifunctional recreational and social amenity, attracting large numbers of visitors and exemplifying our subtropical lifestyle. Open space across the city also takes the form of sports fields, schoolyards, cemeteries, local parks, plazas and pocket parks. Typically, however, the qualities of Brisbane's open spaces are driven by their maintainability. Characteristically, this means predominantly low maintenance turf areas, minimal tree planting, and very little understorey planting with limited diversity. Many open-space areas are single purpose, lacking in biodiversity and absent of any fauna habitat of any real quality. So where do the solutions lie?

The foreground and background of our city are obvious. The background is mountain. In the foreground lies the Brisbane River, surrounded by hills dotted with undeveloped bushland reserves. The river's sinuous form has shaped our city. It defines districts, separates north and south, sustains a compact city centre and delivers open space in its flood plains. Together the river and hills establish a setting that links our growing city to nature.

It is here that the green grid would reside to provide both recreation and ease of connection across the city. Establishing a network of green corridors, being key streets throughout the city that function as green boulevards and act as connectors of significant areas of open space, enabling a mesh of public space for the city.

Extending into the city's riparian environs would also see the transformation of our existing waterway corridors into quality, multifunctional public spaces that enable strategic connections through continuous movement corridors. The result is a city and communities connected to open spaces, and communities connected to each other.

A green grid would also contain an amalgam of elements to help absorb flood water, cool the urban environment, clean the air and provide space for local food production. Shaded walkways would encourage people to walk to destinations, leaving cars behind.



The key colour is green, and of a particular density: the green of mangroves along the riverbanks, of Moreton Bay Figs, of the big trees that are native to this corner of Queensland, the shapely hoop pines and bunyas that still dominate the skyline along every ridge.

– David Malouf



This approach is not new. Globally, governments are under pressure to plan for increasingly urbanised populations. Sydney and London are notable exemplars of adopting a green mesh strategy. Green city strategies are demonstrating the way forward in terms of defining city image, creating resilient, sustainable urban environments and promoting social and physical health.

FUTURE PLANNING NOW

Creating a green grid is a high priority for city planning policy and governance. The impact of increased population, urbanisation, climate change and the importance of making Brisbane a desirable city demands action now.

Our subtropical outdoor lifestyle enhances our attractiveness to a global market. A blue sky and a green view should not be underestimated. It should be celebrated and enhanced. Creating a green grid on this landscape will become our global edge and calling card.

If we want to attract talent we need to be a liveable city that embraces its natural and city-shaping assets. A green grid is both a celebration of Brisbane's subtropicality and an essential commitment to a sustainable future.

With bold parks, the conversion of forgotten spaces into community assets and hard infrastructure into green ribbons that criss-cross the landscape, a green grid can be realised. As a young city, Brisbane has the opportunity to make the required strategic decisions now to establish itself as a global leader in subtropical living. The impact of traditional urban infrastructure is mirrored in the lament by Archibald Meston over 100 years ago. Let us not be judged by future generations as having knowingly failed. ■

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TOWARDS A CULTURAL STRATEGY

BY PETER BROWNING

CITIES, CULTURE AND ART
Cities with a strong cultural identity are often viewed as authentic; they have a unique presence and are attractive. A city's cultural identity is established through the multiple and interconnected layers of people, place, values, beliefs, rituals, lifestyle, environment, urban form, architecture, economic and social activity and creative expression. When identity is robust and authentic it exerts a positive influence on wellbeing, attracts investment and enhances social and cultural capital.

Cultural identity of a city is sometimes called its sense of place. A strong sense of place helps create attachment and belonging or wellbeing. A sense of place transcends the subjectivity of any individual and reflects the depth of shared human engagement, memory and story. Brisbane's identity is strongly influenced by its subtropical climate, exotic flora and fauna, the river setting and the city's dramatic backdrop of the bay and scenic rim. Brisbane's subtropical context underpins the experience of residents and visitors, providing a sensory layer of light, colour, weather and scent.

The big blue sky, the river and its floods are perhaps Brisbane's defining cultural

elements. The river has supported 40,000 years of Indigenous culture, European convict settlement and post-colonial development. In recent times investment in cultural infrastructure and amenity along its banks has shaped urban renewal.

The preparation of the Brisbane Vision has included benchmarking Brisbane against comparator cities, using global indices and reviewing their arts and cultural plans. Globally, most OECD cities now incorporate arts and cultural strategies and there is a significant body of research into how cities apply such strategies. Both Mercer and Grodach have mapped strategies in Australia, USA and Europe.

The range of outcomes cities seek to achieve include growing the knowledge and visitor economy, differentiating and promoting city identity or brand, facilitating urban renewal, promoting citizenship and civic values, improving quality of life and facilitating social inclusion.

Most cities are fully aware that a successful cultural agenda creates social and economic value. City leaders understand that culture as lifestyle and identity is something citizens are passionate about and organise around when they feel it is being undermined. People sense when

a city has a vibrant cultural identity and value aesthetic experiences that are of their place. However, because culture is often not central to city planning and development it is often missed. City leadership that lacks cultural literacy at the centre of its planning lacks meaning and is at best an efficient technical exercise in city making. Cities that put culture at the centre of their planning (e.g. Barcelona, Austin and Melbourne) tend to be the ones recognised as making a difference and the place to be.

Culturally informed city development results in establishing a vibrant arts and creative community. Such cities become known for their distinctive neighbourhoods and iconic elements that often include precincts, events, public transport, public realm, night-time economy, style and architecture. Since the World Expo in 1988 Brisbane's identity and appeal has transitioned from a large country town to a youthful, dynamic, modern, creative and culturally diverse city. This transition has been supported by the development of a rich cultural life and revitalised urban form. Since the early 1990s all levels of government have invested in Brisbane's arts and culture as a vehicle to help drive development of the knowledge and visitor economy, attract talent and facilitate urban renewal. On the whole Brisbane has been very

successful and is now home to a diverse range of contemporary creative industries, leading cultural infrastructure and educational facilities and has a diversity of precincts.

A CULTURAL AGENDA FOR BRISBANE

The optimal future development of Brisbane will see continued growth in the knowledge, education and visitor economy. Critical to this success will be establishing culturally unique places and a vibrant arts and cultural economy. However, over the last ten years cultural planning has been patchy. Future planning must ensure Brisbane is positioned as a leading cultural city.

Cities like Austin and Sydney have established a global profile based around cultural events and industry development. Brisbane has a number of possible creative global brand events like Big Sound, the Asia Pacific Triennial of Contemporary Art, Out of the Box and the World Science Festival that can be developed to achieve global significance.

Strategies that can advance Brisbane's national and global position are needed to ensure there is adequate investment and emphasis on place making. Priority areas include Kurilpa, Musgrave Park, Roma Street Railyards and Woolloongabba. Opportunities for new facilities include a 1500-seat theatre, a new entertainment centre, expansion of the Queensland Museum, a new science and children's cultural centre and an Indigenous Cultural Centre.

The opportunity to recognise, experience, engage with and learn from Brisbane's traditional and contemporary Indigenous culture could be significantly enhanced. Though existing cultural agencies contain Indigenous content, an Indigenous visitor centre managed and run by the Indigenous community could be a key point of difference for the city. While a number of past proposals have not eventuated, any future proposal should ideally advance via an agency with a track record of working in partnership with and building the capacity of the Indigenous community.

The performance of the city's existing cultural facilities could deliver more for the life of the city. One of the priorities should be to repurpose and redevelop the Brisbane Entertainment Centre in a location where it will be more accessible to all city precincts. Other opportunities include making better use of existing assets including the Cultural Precinct public realm, Riverstage, the Powerhouse, the Old Museum, the Judith Wright Centre and artisan buildings.

Brisbane's university cultural facilities could be redeveloped as part of vibrant mixed-use precincts. Queensland University of Technology, The University of Queensland and Griffith University all have excellent arts and cultural facilities that could do much more for the city and their universities. Such facilities are generally isolated or hidden from public life. It would be beneficial for such rich cultural assets to become more integrated into the city fabric, part of vibrant mixed-use live, work, learn, entertain and innovate precincts for all – significantly enhancing development of the knowledge economy.



A strong sense of place helps create attachment and belonging or wellbeing. A sense of place transcends the subjectivity of any individual and reflects the depth of shared human engagement, memory and story.

There is an opportunity for the city to position itself as a stage for creative experiences by ensuring arts and creative practice are part of the built form and natural environment. Supporting innovative mixed-use development, including contemporary urban manufacturing projects that provide space for artisans, stage designers, sculptors, multimedia artists and arts agencies to practice in new developments or urban renewal areas is crucial to ensure creative workers can live and work in the inner city.

Areas ready for urban renewal, including Kurilpa, could learn from Portland and Sydney where a mandated percentage of GFA for such activity is required for specified sites. Similarly, the promotion of home industries and flexible housing solutions that enable people to live, work, make and sell products in the one building should be explored.

A CREATIVE ALLIANCE

The optimal development of Brisbane's arts, culture and creative identity requires shared strategic leadership. Brisbane has many examples where limited resources have been duplicated and collaboration is or was less than optimal, potentially diluting the cultural offerings for the city. The establishment of the Judith Wright Centre and the Powerhouse



without a complementary cultural offering fragments the resources that are available.

More recently, different levels of government have invested in start-up and incubator spaces, along with the private and university sectors in different parts of the city where research shows that such facilities benefit from agglomeration with like activity.

The establishment of a Creative Alliance with the mandate to prepare a coordinated strategic cultural master plan for the city is one model that could unify the city's cultural activities. Such a plan would be a living document, a strategy and forum for collaborative city making between all levels of government, the cultural sector and the development industry. ■

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THE CITY THAT'S COMING

BY ADAM BECK

With respect to the future, Brisbane only has one option – embrace disruption, and convert it into competitive advantage. To use it as a positive force for change, a tool for leveraging a smarter, more sustainable city. The future doesn't care who we are today, or how good we were yesterday.

Change is, and will continue to be, the only certain thing about the future. That's why being 'future ready' will be a critical characteristic of future cities that thrive. Ed Glaeser, in his seminal piece *The Triumph of the City* said, 'Some places will, however, be left behind. Not every city will succeed, because not every city has been adept at adapting to the age of information, in which ideas are the ultimate creator of wealth.' Embracing disruption is a strategic move, part forced, part planned. Brisbane has the table set for a future unknown, yet a future all too familiar.

It feels like 2050 is already here – the buildings, bridges, villages. Jobs remain scattered, but we all know the economic engine room is the city

centre. Always has been, always will be. But the things we don't know we don't know, are many. Attitudes, behaviours, responses. To technology, and the environment. Climate is key, and we kind of know this, but not to the extent that it needs to accelerate and activate Brisbane's future transformation. And our skills base Brisbane is a city resilient. Evolving, adapting, encouraging, and celebrating. Mother Nature has attempted to pull us apart – the summer 2011 floods, and more recently Cyclone Debbie in 2017, among others. But it seems like these events just bring us closer together. A sprawling region in some sense, getting closer and closer together. We love our city. Its places, its people, its lifestyle. Subtropical bliss. A city like no other, we embrace our unique opportunities. We know we are still so young, with room to move, and options available. But we need to be more agile, leaner. We need to do 'the future' our way. And there are some core disruptive and technological moves to accelerate this future. Here are just some:

THE BUSINESS MODEL CHANGES

The River City is building an airport city, and inching toward becoming a connected city. Cross River Rail an accelerator, perhaps. Many think it's a rail project, but those that understand it, understand it's a city

transformation project. This project, and others potentially like it, are the ones to embrace. They need to change the fundamental model of our city-building in Brisbane – from the highest value land use, to the highest social return on land use. This model, this mantra, must become the centre of our business cases. It needs to be the centrepiece of all investment screening. Not until this development mindset is reframed, the future falls further behind Brisbane.

THE INTERNET OF SPACES, PLACES AND PROJECTS

Brisbane must become a 'sensing city', the internet of things, the backbone, becoming the 'eyes and the ears' of its daily operations. Feeling the pulse of urban life, for the purposes being more productive, is a competitive advantage. It is the bridge between the digital and physical worlds. It allows us to live in real time, more of the time. If we are to be the best city we can be, situational awareness is key, but predictive analytics is king. We need to feed the future economic transformation that an artificial intelligence future will bring with meaningful and accurate data. A million sensors throughout the city centre will be the start, delivered in partnership with the community. Brisbane will design the Internet of People.

CITY AS A PLATFORM

Sure, those 'most liveable city' designations are interesting, but Brisbane feels at home with its 'most engaged city' status. Well, that could be the aspiration. It does this through 'platform thinking'. This starts by acknowledging that citizens are data producers, and are at the heart of government operations. We build the city as a platform, allowing the functions of government to be connected, digitally, with its citizens, and businesses. The city as a platform becomes the human-centred, but digitally enabled, operating system of Brisbane. In 'city as a platform' Brisbane, it's an opportunity for deep and meaningful engagement, and therefore collective impact. Only under this approach do we genuinely reach the place that scholar Boyd Cohen describes as Smart Cities 3.0 – citizen-centred, co-created cities that are grounded in equity and social inclusion, that promote sharing, and embrace social innovation. This seamless connection between government, business, and the community across a digital platform will become a catalyst for creative exploration, and widespread innovation.

AI ENHANCED SERVICES

As we transition to an artificial intelligence (AI) environment it will be a new way to engage the community, and help the development industry grow the city in an efficient and sustainable way. While most major cities around the world are trying to innovate their way out of wicked urban challenges created by failed development, Brisbane could use AI to accelerate urban development to thrive. Time is the only thing we cannot create more of, which is why it is so valuable. Artificial intelligence has helped doctors perform tasks that typically took 160 hours, within minutes. The automated future of Brisbane will allow the development sector to unleash innovation and opportunity. With strategic policy interventions, we may just realise a future vision of driving maximum social return on investment on all that we do.

THE STREET RE-IMAGINED

Brisbane's streets, the agora of the city. But the business model of the street needs to be turned on its head. Mobility on demand, and by subscription. The street becomes the connective tissue of daily life and productivity, pumping data and intelligence through its veins, renewable energy traded between buildings, water captured and cleaned. Cars remain, but the plan changes. Electric, autonomous and aerial. The city can move value (moving and goods) above and below the surface, more efficiently. Our airport city becomes a mobility city – a global headquarters for technology leaders, start-up entrepreneurs, and international policy makers. The world will come to Brisbane in their pursuit of embracing the benefits of autonomous and connected vehicles, and unmanned aerial vehicles (drones), and their role in the new city life.

WHERE DID THE CARPARKS GO?

The right to access parking, everywhere and anytime, is not an attribute of a New World City. Building our way out of congestion with more roads, and digging deeper basement carparks is not sustainable. The provision of more car parking is not a sign of policy leadership. Sweating

existing assets, and making difficult decisions to wind back our appetite for car parking, is. Even the private sector is locking horns with outdated car-parking policy, seeking opportunities to develop land in transit-rich locations that eliminate the need for carparks. And Brisbane, with its love of carparks, contemplates a new era unshackled by the car. In true disruptive fashion, it embraces net zero car parking. Bold and innovative, Brisbane launches a car-parking trading scheme in key inner-city pilot areas. We create an open market for the development industry to trade credits, and a tool for government to wind back the quota, year on year. With a significant reduction in development costs possible (due to capped cumulative car parking), alternative investment strategies can be imagined which advance the level of commercial and residential sustainability in the property sector.

A TRANSITION TO ZERO EMISSIONS DISTRICTS

The climate, it's a changing. And Queensland's economy is feeling every part of this change. The floods of 2011, and more recently Cyclone Debbie, highlight the new normal, as we embark into a post-Paris climate agreement world. Costing the Queensland economy \$2 to \$5 billion each time, it is not a comfortable position to be in. And climate leadership – the policy, the investment, the action – is the biggest opportunity to spark change, and position Queensland in a place where it might have a chance to meet its climate commitment. So, climate leadership is what we embrace. The

Brisbane Zero Emissions District concept could become a world-class pilot, involving areas undergoing significant change, such as Herston and South Bank. On the back of major urban regeneration projects, we can 'cut our teeth' on the zero-carbon approach to city-building. A combination of deep collaboration across government and the private sector, fuelled by leading research, and smart technology. We co-create a development approach like no other, a tangible advancement toward the Paris climate agreement – our insurance policy for the future.

These key disruptors – the internet of things, autonomous and unmanned aerial vehicles, the city as a platform, social return on investment, artificial intelligence, zero emission policy – will redefine Brisbane's, and South East Queensland's, city design toolkit. They will transform citizen engagement, and prosperity. Disruption became our policy. That was the key. Welcome to Brisbane. ■

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FUTURE DIRECTIONS

Brisbane's landscape, history and lifestyle combine to create a city unlike any other.



SHAPED BY LANDSCAPE

Brisbane is strongly defined by its diverse topography, abundant vegetation and dominant landscape. The serpentine Brisbane River and its many tributaries combined with the rolling hills and subtropical environment to form the underlying foundations that continue to shape and identify the city of today.

UNIQUE LANDFORM

A Brisbane's inner-city geological formation is immediately recognisable when experienced from the river, creeks or low valleys between hilltops. The path of its river has been shaped by geology, with formations of hard rock turning the course of the river to create the juxtaposition of Brisbane tuff cuffs on the outer bend with soft fertile land and sandy beaches at the apex of the river peninsulas. Large expanses of Bunya Phyllite extend across the inner five kilometre region, forming an undulating terrain of hills and mountains moving further west including Mount Coot-tha and the Herbert Taylor Range, nearly touching the city's river edge. A pattern of steep hills and ridges defines the inner city, creating a unique topography that continues to influence settlement patterns today.

VEGETATION

A rich landscape setting has influenced the growth of the city over time and will continue to define character and amenity into the future. A rare combination of both topography and climate has created conditions suiting tropical, —subtropical and temperate species. Along the river's edge, riverine species including mangroves and melaleucas exude brackish resilience, surviving in the marshy loamy banks of the Brisbane River and its estuaries.

The landscape was described by an old Brisbaneite 'Seen from across the river, the whole riverside from Victoria Bridge to Hill End was a tropic wall of tall figs, emergent hoop pine, vines, flowering creepers, staghorns, elkhorns,

The first thing you notice about the city is the unevenness of the ground. Brisbane is hilly. Walk 200m in almost any direction outside of the central city and you get a view — a new view. It is all gullies and sudden vistas.

— David Malouf



Winding back and forth across Brisbane in a classic meander, making pockets and elbows...the river is inescapable. It cuts in and out of every suburb, can be seen from every hill. It also keeps the Bay in mind, since that clearly is where all its windings, its odd turns and evasions lead.

– David Malouf



towering scrub palms, giant ferns, and hundreds of other varieties of ferns, beautiful and rare orchids, and wild passion flower, whilst along the riverbank itself were sandy beaches, water lily in thousands, and dangling convolvulus.'

The river's associated floodplains and low-lying areas still contain much of the city's remnant open space network, forming arteries of green stretching into suburban neighbourhoods. Lagoon systems formed along watercourses extend through dry eucalypt and melaleuca forests, providing moments of relief in the landscape.

The surrounding nature reserve of Mount Coot-tha and beyond creates a significant green wedge of open eucalypt forest west of the city. In 1830 the relationship of the city's land form and landscape was described as 'Lowland ridges, hills and alluvial plains in between are dominated by dry open woodland forests, while bunya and hoop pines tower over thick wet eucalypt forests covering the city's highest slopes. Much of the natural landscape has already been cleared for forestry, agricultural land and urbanisation.' (The Brisbane Courier, 1930, p. 10).

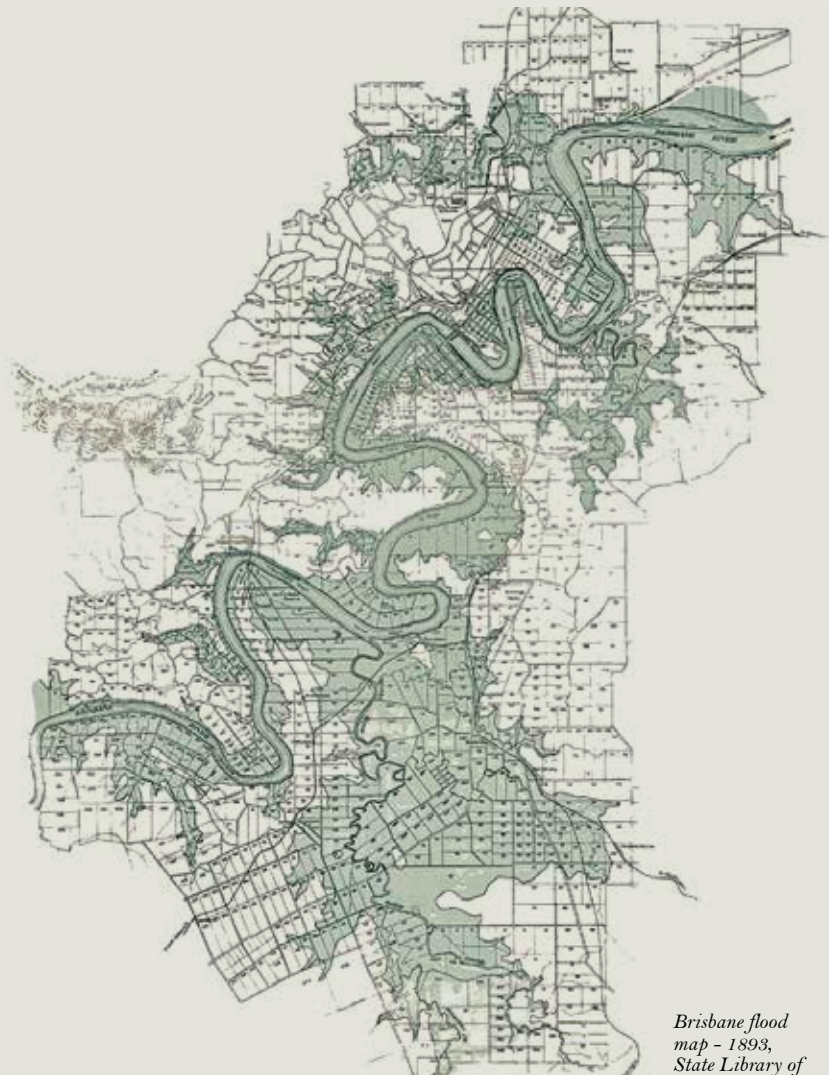
WATER AS A DEFINING FEATURE

As a single unifying element stretching far inland from Moreton Bay, the river has been the key driver in generating Brisbane's urban form.

The winding course and low alluvial plains expose the city to inundation, and despite the river's typically sedate and languid relationship to the city, periodic flooding has had devastating effects, most notably in 1893, 1974 and 2011.

The Victoria Bridge connection between the city peninsula and South Brisbane was built and reconstructed three times over the past 150 years, mainly due to collapse during significant flooding and strong tidal currents.

The power and impact of these natural disasters are a reminder of the challenging environment in Brisbane and the future planning needed to create a resilient city. ■



Brisbane flood map - 1893, State Library of Queensland



BRISBANE'S EVOLUTION

Prior to European settlement there was a well-established Indigenous presence in the region. The Turrbal people inhabited the riverine areas of the city from the source to the river mouth and the Jagera people the area to the south of the city.

EUROPEAN SETTLEMENT

After the settlement of the original penal colony in Sydney, there arose conflicts with the compatibility of convicts and free settlers being located in the one general setting. To remedy this situation the Surveyor-General, John Oxley, travelled north from Sydney in 1823 to investigate sites suggested for future penal settlement, recommending a site in Moreton Bay. It was soon realised that the site had significant shortcomings and was unsuitable for the penal settlement, relocating to North Quay a year later. The settlement peaked in the early 1830s with just over 1000 convicts, before it eventually closed in 1842. For the following 17 years Brisbane was administered from NSW until 1859 when a separate colony of Queensland was declared and after which time, the encouragement of land settlement and population growth became a primary responsibility of the new government.

EARLY GROWTH

The steady growth of Brisbane in its early years saw the city's population increase a hundredfold in the 60 years between 1840 and 1900. The discovery of gold initiated a new era of development. Much of the city and region's tram and rail network was realised during the last decade of the 1800s through to World War I, extending to connect emerging coastal holiday retreats in places such as Caloundra, Southport and Burleigh.

Legislation in the 1880s was created to prevent overcrowding, and avoid the appearance of slums, becoming one of the influential factors in the development of a distinctive 'Queenslander' style of housing. The law was repealed 40 years later, leaving a legacy of timber and tin housing.

INTERWAR YEARS

The period between wars saw steady growth and significant expansion in the city's infrastructure. The areas of the city developed during this period complete the character frame around the CBD, including inner-city villages such as Woolloongabba, Fortitude Valley and Stones Corner, which emerged as thriving centres on the main tram network.

THE TRAM AND RAIL YEARS

The city's form continued to develop in step with the evolution of its transport network. The rail network was introduced in the 1870s, and expanded drastically through the early 1890s.



Brisbane trams were primary means of public transport, and played a major role in the life of the city until the closure of the network in the late 1960s. The tram system was well used and reinforced the vitality of the CBD and near-city centres including Fortitude Valley, Woolloongabba and South Brisbane, which were key junction points in the network. The completion of the Merivale Bridge in the 1970s enabled the development of a city-wide passenger rail network.

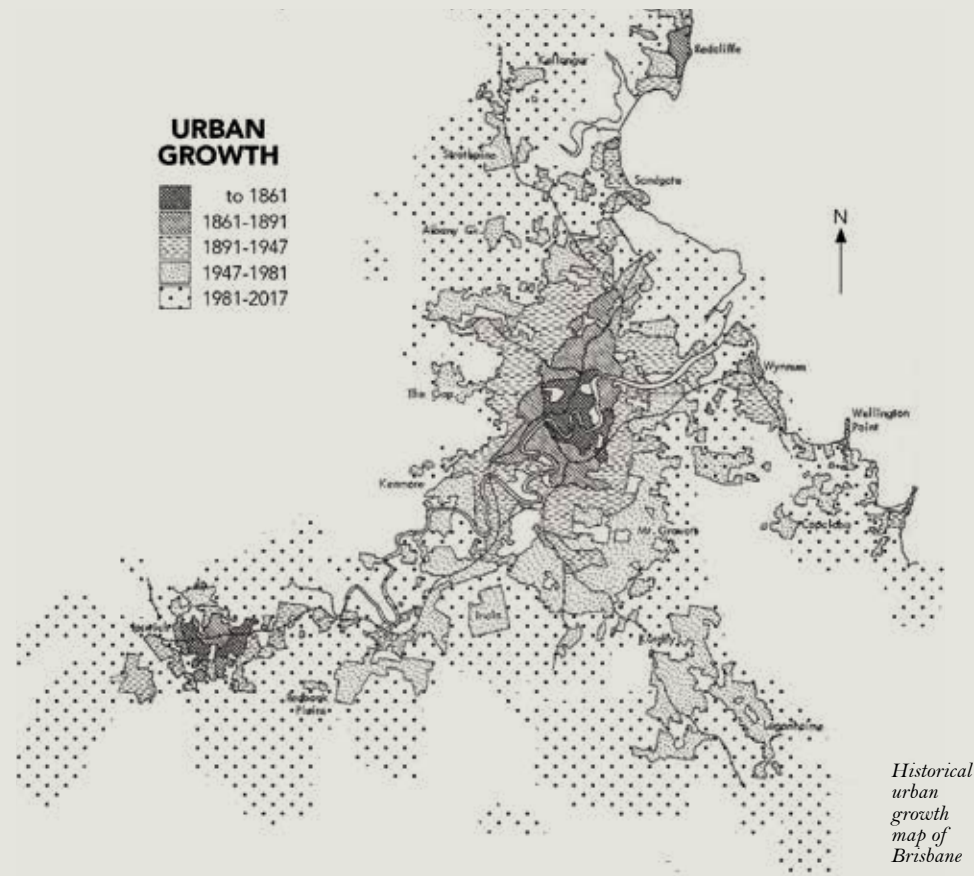
SUBURBAN EXPANSION

The '50s, '60s and '70s were a dynamic time during which the town planning directions for the city and the transport network evolved considerably.

Planning policy supported a halo of major retail and commercial centres outside the



Brisbane electric tramway and trolleybus systems, 1961



Historical urban growth map of Brisbane

Brisbane has experienced sustained and rapid growth. Increases in the trajectory of growth have coincided with moments of international exposure including the commencement of free settlement in the 1840s, and the periods following the Second World War in the 1940s and the Commonwealth Games and World Expo in the 1980s.

CBD, responding to the rise of the car as a common way to move around. These nodes have evolved as major activity centres in South East Queensland, such as Chermiside, Mount Gravatt, Indooroopilly and Toombul. The Wilbur Smith transport plan delivered in the late 1960s recognised the need to plan for the city's rapid growth and recommended initiatives to combat additional traffic and potential congestion in the city including the Captain Cook Bridge, Riverside Expressway, and an underground or metro system to be established in the long term. From the 1960s, the city expanded its boundaries considerably beyond the compact form established during the tram and rail years. A growing emphasis was placed on the provision of an efficient road network to connect the more dispersed settlement form, including links to new development at the fringe and suburban centres. This period saw the decline of the near-city centres that flourished during the early- to mid-1900s. With growth and further suburban expansion through the '80s and '90s, the road network continued to be the primary mode in the movement network. Growing congestion and urban decline in near-city areas catalysed initiatives in the 1990s to facilitate inner-city redevelopment and intensification.

INNER-CITY RENEWAL

The early 1990s saw a new emphasis on inner-city renewal driven by a strong interest in improving the liveability of cities and strong political alignment between local, state and federal governments. In Brisbane, two of the

best examples of inner-city renewal emerged, including South Bank and the renewal of the inner north-east. A demonstrable investment in public and civic assets and a commitment to locally responsive design has seen these areas emerge as highly valued parts of the inner city, and a renewed public interest in inner-city living. More recent examples of urban renewal have provided an attractive environment for private investment, and realised some pockets of exemplary urban improvement. There is, however, a growing public perception that renewal is not yielding the same wider benefits and quality gains in public realm, community infrastructure and desired urban character demonstrated by other earlier examples.

NEW DIRECTIONS

Emerging planning directions from this time placed greater emphasis on the integration of land use planning and the transport network. New policy directions supported the notion of mixed-use villages and urban renewal targeted at delivering a more compact, integrated and liveable settlement pattern for the city and region. Urban development and a more sustainable city form are policy directions that continue to gain momentum and influence the shape of the city through the current SEQ Regional Plan and the Brisbane City Plan. These initiatives recognise that sustainable growth requires a functional city form and transport network that improve quality of life. ■

This city, this part of Australia, is just stunning. Beautiful one day, and then perfect the next.

— Barack Obama

ASSETS AND LIFESTYLE

Brisbane is a surprisingly cosmopolitan city. An emerging lifestyle capital, it draws people from around the world and its way of life is the quality residents value most.

AN ELUSIVE APPEAL

Despite its perceived lack of a spectacular skyline or a grand harbour setting, Brisbane consistently lures home its sons and daughters from abroad and interstate.

The same elusive qualities ensnare some of the best footloose international talent across a range of industries. It is a deceptive city that can and does punch above its weight.

As a city, Brisbane is easy to live in, easy to like and difficult to leave. It offers all the opportunities of a bigger city without the hassle. The moniker 'a big country town' could describe the sense of belonging, community and fierce local pride of the city's locals – a charm that is difficult to manufacture.

A UNIQUE CLIMATE

Brisbane is set in a clean, green environment with one of the most comfortable climates in the world and within easy reach of all the Australian outdoors has to offer. Ideally located

within the subtropical zone, Brisbane typically experiences 261 days of sunshine every year. 15 degrees (July) to 25 degrees (January) average temperatures and eight hours of sunlight every day allow comfortable and distinctive indoor-outdoor living anytime, anywhere. Mild winters and brilliant summers have shaped the city's distinctive character and resulted in activated public spaces all year round. Tree-lined streets, riverfront parks, urban plazas, al fresco dining and occupied balconies all contribute to Brisbane's way of life.

AN ARRAY OF NATURAL AMENITY

The connection to the outdoors is strong in Brisbane, embedded in the way people live in and experience the city. Natural assets dominate the landscape; the river and scenic amenity created by major hills and valleys, open spaces, mature urban vegetation and Moreton Bay is inescapable. Home to some of the region's most iconic national parks and hinterlands, Brisbane sits at the heart of South East Queensland's wider network of world-class beaches, pristine waterways, rainforests, and iconic island escapes. Brisbane's leafy setting and built assets support the city's outdoor lifestyle by creating a sense of place and providing a high level of green amenity for the city's residents and visitors.

There's something sticky about Brisbane that draws you in. It's like a deckchair in the sun, easy to sink into, hard to get out of. I've tried to break up with this town so many times but I keep coming back.

— Sally Browne



HIGH-QUALITY LIVING

Brisbane is littered with stories of people who arrive and never leave. High standards of living prove attractive for those looking for a place to call home. Inner-city suburbs have their own individual identity resulting in distinctive neighbourhoods and diverse living options. Greater residential choice and lower housing costs position Brisbane as substantially more affordable and liveable than Australia's other state capitals.

TRAVEL WHERE AND WHEN YOU WANT

Compared to other Australian Cities, it's easy to get around in Brisbane. Streets have not yet reached capacity and public transport investment is on the rise. 'Live, work and play' is still achievable from most inner-city suburbs, accessing all the services, employment areas, activities and community facilities needed to sustain a balanced lifestyle. Recent priority-cycle infrastructure and green bridge initiatives have set the pace for a new way to move around, encouraging an environment for pedestrians and cyclists that continues to gain momentum.

WORLD-CLASS EDUCATION

Inner-city Brisbane has a strong corridor of established knowledge-based activities and industries. These clusters of health, science, research and education institutions have gained reputations as leaders in their fields, attracting talent and investment from across the globe.

The city's world-class educational opportunities are seen at all levels and scales from child care, primary schools, secondary schools and higher education facilities. The proposed \$500 million investment in new or expanded inner-city schools will strengthen and underpin new educational opportunities in inner Brisbane.

There is the potential for new schools to take advantage of any proposed river crossings from a connectivity and catchment perspective. As Queensland's capital, Brisbane is ranked 18th for best student city globally; three major universities located within the inner five kilometres of the city provide a range of learning opportunities across all fields. In 2015, The University of Queensland was ranked second best Australian university and in the top 50 globally.

CASUALLY CULTURAL

Brisbane has become known for more than just its cafe culture and growing urban buzz. It's an emerging cultural icon, attracting events and people from around the world who want to experience its rich and vibrant local scene. Established flagship cultural facilities including the Brisbane Convention & Exhibition Centre, the Queensland Performing Arts Centre, Queensland Art Gallery, Gallery of Modern Art, Queensland Museum and the State Library of Queensland form Brisbane's cultural heart. These spaces host artistic endeavours and a growing number of world-class exhibitions. However, these are just the major institutions. Festivals and concerts at Riverstage, sports



events at Suncorp Stadium and The Gabba, programmed activities in civic spaces and a range of opportunities at South Bank Parklands are all part of the cultural mix that underpins Brisbane's identity.

A number of medium-sized facilities empower niche arts and contribute to the visitor economy. In New Farm, the transformed industrial space of the Brisbane Powerhouse has become the venue for theatre, comedy, dance, art, markets and restaurants. It has the potential to become a more integrated precinct, combining with adjoining public parks, local community facilities, council activities and cultural events.

Brisbane's music scene is full of international performers and events of national significance held at various locations weaved into the city's urban fabric. West End and Fortitude Valley have become hubs for live music, arts, nightlife and counter culture, and they are home to some of Brisbane's best independent theatres and iconic venues including The Tivoli. With each year, the city's outdoor events and street festivals continue to grow, enriching the city experience and celebrating the different cultures of Brisbane.

Being casually cultural fosters a vibrancy, interest and experience that is unique to Brisbane and only achievable through the range and network of formal and informal cultural communities. ■





EMBRACING DISRUPTION

We are entering a period in history over the next 10 to 20 years where there are going to be fundamental challenges and ongoing disruptions to how business is conducted.

Cities that fail to adopt strategies that embrace competition and disruption will be out-manoeuvred by others and at best achieve only mediocrity, or, at worst, risk creating a city that lacks true global relevance and lacks opportunity for its people, and hence risk a future of comparative decline rather than growth. Successful cities of the 21st century need to become more resilient and be able to quickly adapt to and cope with external shocks. Cities that embrace disruption will pro-actively identify new opportunities for value creation and new revenue opportunities.

In an increasingly connected and competitive world, successful cities will shape their own competitive environments and disrupt the strategies used by competitor cities. Such approaches will help a city survive and thrive on its own terms, by going beyond traditional 'smart' and 'connected' approaches.

A RESILIENT, AGILE CITY

A disruptive strategy is about setting a vision and providing an idea of what success will look like, and in doing so creating conditions that maximise optionality and opportunity. A city that develops and implements a disruptive strategy is proactive in competing and exploring for opportunities, leveraging transient competitive advantages and moving rapidly to create new value faster than competitors can respond.

Brisbane, and the institutions, communities and people within, can adopt some of these characteristics and leverage them along with other competitive advantages to potentially have disruptive impact that is enduring. Having established its position in the market with its enabling assets, the adoption of new thinking patterns and behaviours would provide Brisbane with strategic options to create new value for the city, state and its people.

While our economy remains heavily anchored in traditional forms of industry, the new and rapid value creation is in the knowledge-intense and innovation-driven economy. This presents challenges and opportunities because of:



- increasing complexity (connectedness) and
- accelerating pace and change.

These two factors have a compounding and disruptive effect upon established industries. The source of wealth is changing as knowledge and innovation become increasingly embedded into our economy.

A NEW ECONOMY

Forward trends are indicating a changing nature of work, new modes of economic activity and value creation together with the increasing pace and nature of competition between cities. The movement towards a knowledge-intense and innovation-driven economy transcends local and national boundaries and does two things:

1. Allows the smallest and most geographically isolated city to compete directly with the largest and most central cities.
2. Provides cities with a range of new competitive advantages that may be rapidly developed and acquired, beyond those provided historically by assets such as temperature, climate, favourable natural environment, an established and flexible built environment, and stable political and economic conditions.

In this increasingly disruptive environment, one of the more important competitive advantages for a city is agility, or the ability to effectively and dynamically respond to evolving conditions.

A city's competitive advantage will no longer just be place-based, competitive advantage will be transient and subjective – the status quo will not extend into the future. Brisbane might be better placed to identify new opportunities

that confer competitive advantage while moving swiftly to create demand for those assets underpinning such advantage.

EXPERIENCE AND COLLABORATION

Liveability is but one dimension of success for a city, influenced by many external factors. While it is an attractant, there is a significant argument that job availability is a bigger driver of growth than liveability. The economic imperative of engaging with and living in Brisbane must be cultivated and promoted in parallel with any liveability opportunity the city can offer. Traditionally, one of the main functions of a city is to maximise the number of face-to-face, opportunity-spawning interactions between its inhabitants. However, a city that is optimised for the physical experience might not necessarily be optimised for the digital exchanges where the cross-border trade of value happens at the speed of light.

KNOWLEDGE CAPITAL

In developed economies, 'exports' are becoming increasingly intangible and will account for the vast majority of interactions between cities. Industries and the organisations that export intangibles can grow rapidly without large capital requirements and require know-how and ability to connect with a digital-enabled built environment. Short-run, high-value manufacturing will be emphasised but the actual transformation of inputs to outputs will be dominated by robotics and automation.

However, the capability of humans to adapt and perform customised tasks and think as they transform materials will see significant human input remain for knowledge-intense processes within the manufacturing sector.

While there are indications that automation, and potentially artificial intelligence, will replace human input there will remain an ongoing need for human input into design and development.

The competition between cities is for economic opportunity and growth, and that means interactions between people involving the city. Any city strategy must be geared to maximise the attraction of talent that will enable the vision of a Knowledge City, and do it more effectively and efficiently than other cities. Cities that facilitate and support the operation of and participation in the high-velocity digital economy will become increasingly essential, though the more important requirement is for cities to allow for the rapid iteration and testing of new strategic options as they arise. Brisbane can internally align to compete against and outperform other cities by operating faster than others to create or attract value.

The city that positions itself to actively participate in the digital economy, that creates and attracts value digital networks and digital goods, has the opportunity to create value faster than other cities. The fastest cities will have a distinctive competitive advantage.

Additionally, cities that are agile and able to offer seamless governance attributes can enjoy significant advantages over cities that are unable to rapidly adapt to unforeseen and potentially disruptive circumstances. At the core is the speed of operation of the city, a city that removes friction and fosters a culture of creativity responses, rapidly adapting to and embracing disruption as it emerges. ■

In the twenty-first century, building resilience is one of our most urgent social and economic issues because we live in a world that is defined by disruption. Not a month goes by that we don't see some kind of disturbance to the normal flow of life.

– Judith Rodin





TRANSFORMING BRISBANE



This section presents a series of ideas that draw together the concepts explored in the essays. Key transforming opportunities that capitalise on Brisbane inner city's significant latent potential are defined – these opportunities will position Brisbane for a more liveable and competitive future.

A CITY OF LATENT OPPORTUNITY

As a young and rapidly evolving city, Brisbane is yet to cement a clear image and identity in the wider public consciousness.

Rapid population growth over the last 50 years has seen Australia's largest cities suffer growing pains. They have become progressively more constrained, as successive waves of development have diminished opportunities to reinvent inner-city precincts or to reshape the movement network to better prepare for future opportunities. These cities are largely set in their structures, with only limited opportunities to make fundamental changes that could improve their existing urban experiences. Except for Brisbane.

Sydney is captivated and constrained by its wonderful harbour, and is equally limited by its inability to change the city's connectivity without unprecedented and generally controversial capital expenditure. Melbourne has built an admirable urban grain and cultural platform set in the grid of high-density settlement, leading to the grid of low density

city where it eventually ends. Adelaide delights in the room to grow within its elegant CBD grid and parkland surrounds. Limited growth pressures will logically put more development into the same setting.

BRISBANE IS DIFFERENT

It has a unique opportunity to reinvent itself by its centrally located urban structure away from the coastline and its natural big river setting. Its hills, ridgelines, river and creeks make a city of discrete urban precincts. The foothills of Mount Coot-tha and its green reserves nearly touch the Toowong Reach, with satellites of remnant bushland crowning an arc of hills across the south east. Retained pockets of timber and tin adjoin contained zones of renewal, with large areas yet to undergo significant change. The city is yet to experience the pressure seen in larger cities that has triggered the incremental investment in roads and public transport that can progressively limit the scope to redefine and reshape these networks. Indeed, the opportunity exists to reconsider these networks in a way that can better align with emerging trends and a wider renewal and city transformation agenda.



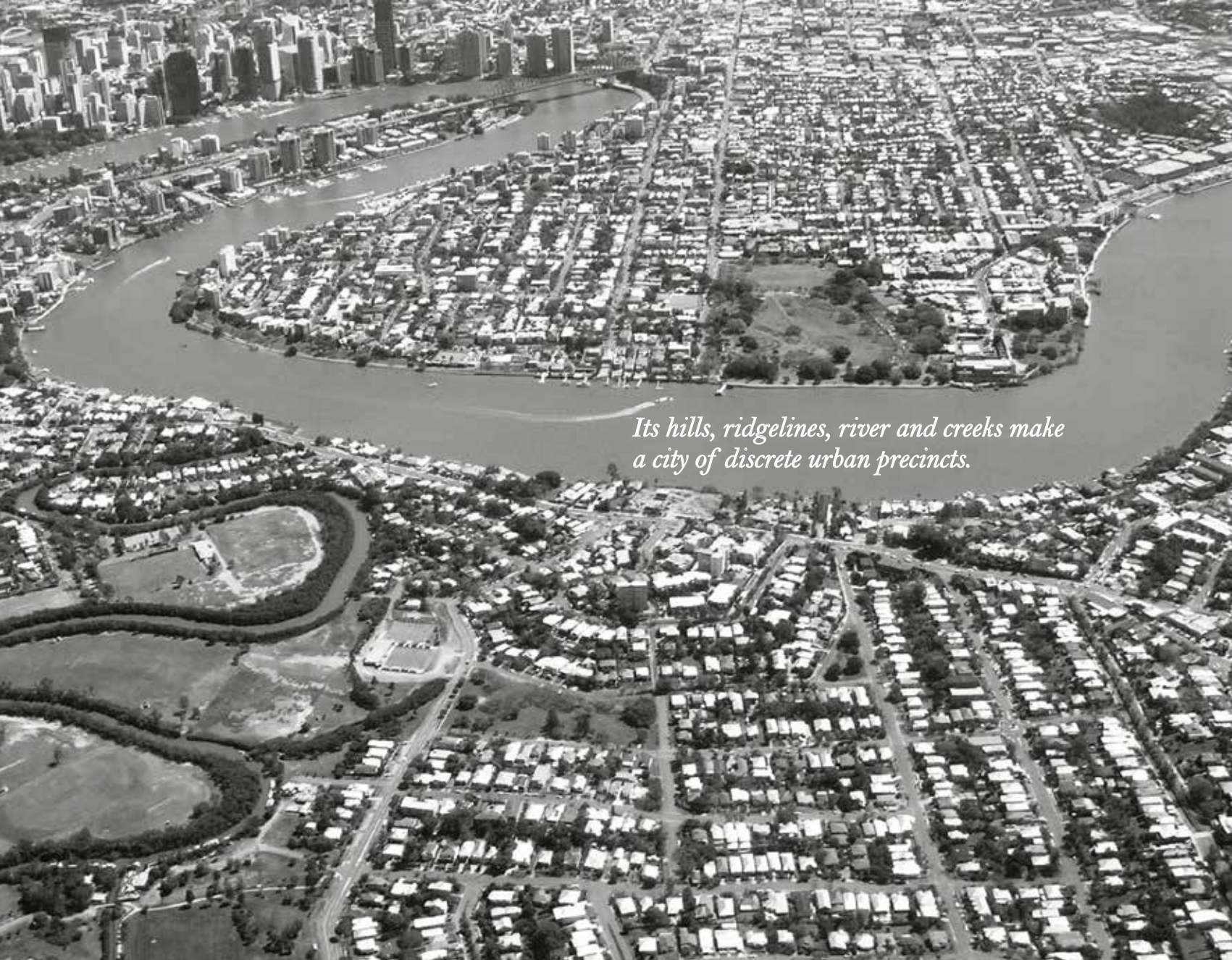
SYDNEY IS CAPTIVATED AND CONSTRAINED BY ITS WONDERFUL HARBOUR



MELBOURNE HAS BUILT AN ADMIRABLE URBAN GRAIN AND CULTURAL PLATFORM



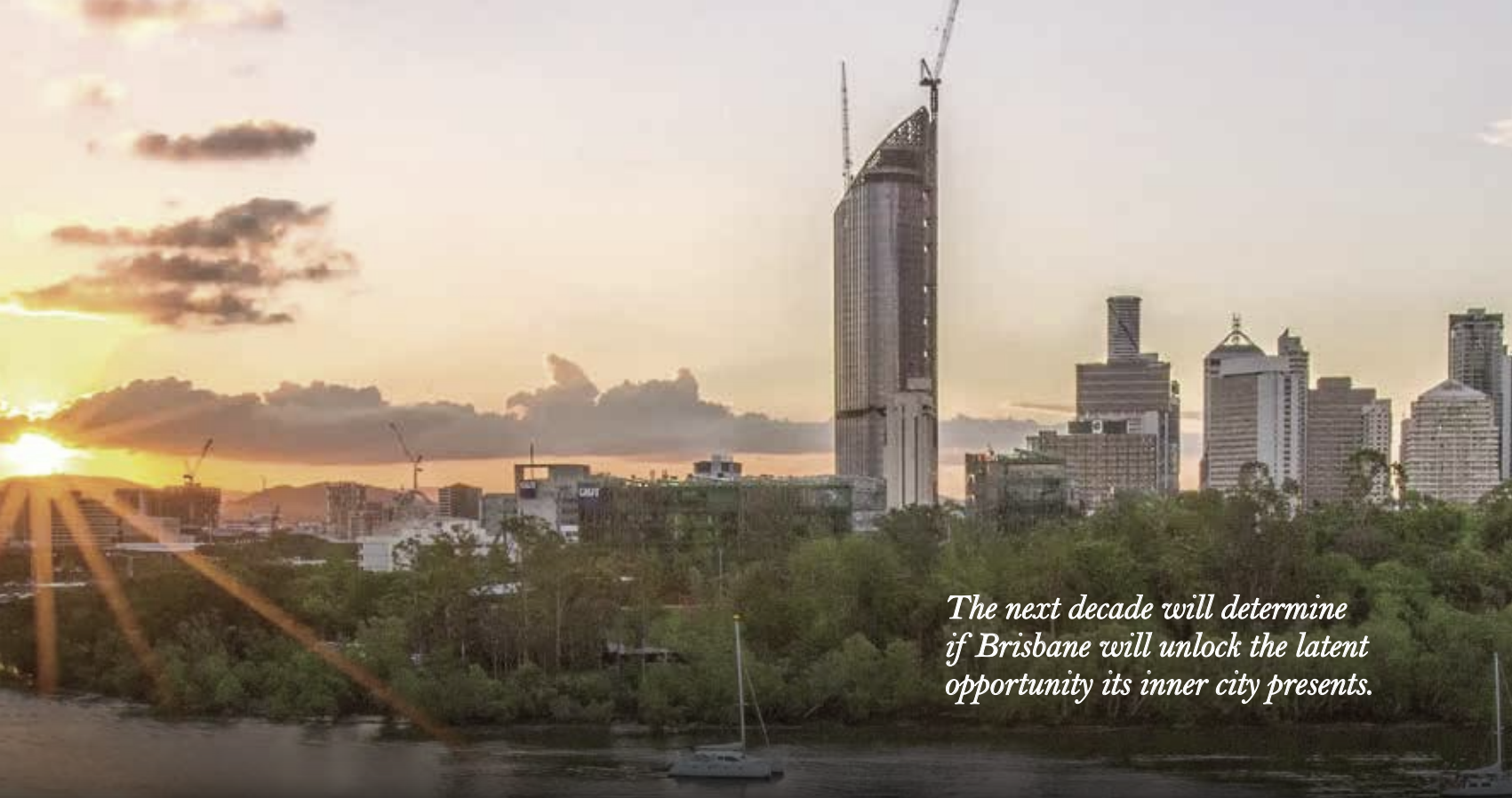
ADELAIDE DELIGHTS IN THE ROOM TO GROW WITHIN ITS ELEGANT CBD GRID AND PARKLAND SURROUNDS



Its hills, ridgelines, river and creeks make a city of discrete urban precincts.



**BRISBANE HAS A
UNIQUE OPPORTUNITY
TO REINVENT ITSELF**



The next decade will determine if Brisbane will unlock the latent opportunity its inner city presents.

AGENDA FOR THE FUTURE

In order for Brisbane to realise its full potential, the future planning and development of the inner city must be coordinated and aligned with a shared vision that is grounded in a clear understanding of the city's aspirations at a global, national, regional and city level.

Success will not only be measured by the traditional metrics such as growth, productivity and visitation, but by the quality of life and attractiveness that can be realised. A more sophisticated mindset that recognises the role of place and experience in defining the image of the city and the identity and character of its individual parts is needed. The next decade will determine if Brisbane will unlock the latent opportunity its inner city presents. Near-term decisions must set the tone for the next generation of change.

A range of strategic priorities for the future have been explored in the essays presented earlier. The essays have been distilled as an agenda for the future, relating to five overlapping ideas that will define Brisbane's long-term liveability, performance and global image.



GLOBAL ATTRACTION

Brisbane must attract and retain the best talent from around the world with a bold, strong and unique brand. To be known and respected on an international level, the city needs to elevate its image, building a reputation as a lifestyle destination and home for innovation, knowledge, culture and experience. As an important hub within the Asia-Pacific region, new facilities would enable knowledge workers to interact, work and collaborate locally and internationally. In an age of constant advancement, it is critical the city embraces the automated future, artificial intelligence and disruption to be on the forefront of change and progression. Maintaining a position on the global stage will require greater investment and participation in wider sustainability networks to demonstrate initiative and leadership in protecting the planet for the future.



NATIONAL + STATE IMAGE

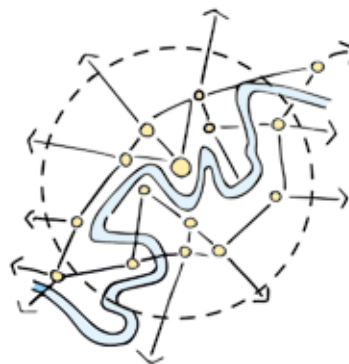
In the evolving national economy, Brisbane needs to remain relevant and competitive against other capital cities. Its unique assets will define the city's future, contributing strongly to the national identity and wider Australian appeal. The ongoing economic competitiveness of Australia will depend upon sustained performance in all indicators for recognised global cities and other cities capable of competing at a similar level in the world economy.

Unlocking inner Brisbane's potential also recognises the role of the city as the strategic central focus in the wider network of urban centres in South East Queensland, and as the engine room for the Queensland economy.



REGION
THE COLLECTIVE

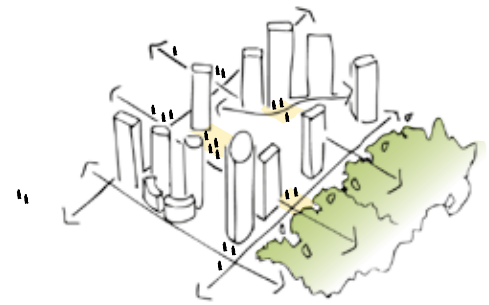
Brisbane plays a significant role as the hub of South East Queensland, one of Australia's fastest-growing regions. The city centre is the economic epicentre of the region and the gateway to the Sunshine Coast, Gold Coast, Toowoomba and North Queensland. The state's capital should build on the region's collective identity and assets. Replete with beaches, hinterlands, rainforests, subtropical gardens and urban areas, SEQ offers something for everyone.



CITY
THE COLLABORATIVE

The economic performance and future shape of Brisbane will rely heavily on how the city meets challenges associated with rapid growth, including congestion, transport and settlement patterns. Future infrastructure provision needs to support mobility, compact development and liveability outcomes to facilitate a strong network of centres and activity clusters that can support live, work and play environments.

Investments in bold urban transformations are needed to improve performance and address the role the inner five kilometres of Brisbane will play in bridging the gap between the city centre and suburban areas. Genuine collaboration across government and the private sector, supported by a shared vision, will allow proactive outcomes to be achieved.



PLACE
QUALITY

Inner-city Brisbane will be defined by its context, places and experiential qualities. Ultimately, these elements attract people and create great places to live. The fabric of the city must embrace the well-known and loved subtropical lifestyle and indoor-outdoor living environment.

Focused investment is needed to create quality places that encourage urban life in the public realm, innovation in shared spaces and social interaction across community assets.

Brisbane must focus on building rather than diminishing the amenity, liveability and economic performance of the city by leveraging the city's existing assets.

5

IDEAS FOR BRISBANE

Five overarching ideas are proposed to lay the foundations for a higher-performing, more liveable inner city.

The three cities ideas – the Knowledge City, the River City and the Mosaic City – define elements of Brisbane that have developed over time, but the latent potential of each idea remains unrealised.

The city mesh ideas overlay the three city concepts to create a multi-layered, connected Brisbane, enabling the knowledge, river and mosaic cities to flourish individually while functioning as a cohesive whole.

Brisbane has a physical form and internal attributes that are able to change positively with relatively low investment. In Australian terms, Brisbane can become a much more efficient and dynamic place for all components of city living and do so within the broad structural, climatic, cultural, educational and environmental attributes it possesses.

Brisbane can adapt itself for both national and international impact and deliver an important platform for high-quality job creation strategies.

The quality of city governance and integration across the physical footprint of the city is its greatest challenge. A well-managed and integrated inner five kilometre core for the city with collaborative input from Local Government and the State will benefit the whole SEQ region. It will also deliver a connected, diverse, mixed-use urban setting that can accommodate and support the rapidly changing demographic of the city and the technological strategies now emerging for new business models mixed with essential lifestyle expectations and communication standards necessary to remain competitive in a global setting.

THE THREE CITIES



THE KNOWLEDGE CITY

PAGE 50

- Reinforce the economic engine room and corridor for health, education, knowledge and innovation.
- Reinforce, expand and foster exchange and economic critical mass.
- Invest in improved rapid transit to boost connectivity, integration and convenience.
- Create a frame of authentic urban centres as a network of new economy hubs to position the city for the next wave of prosperity.



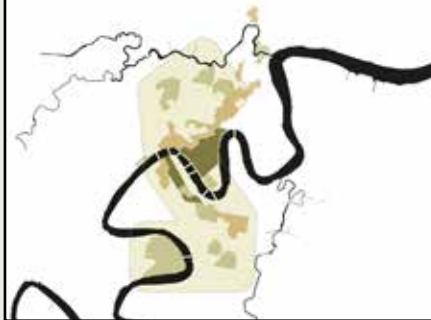
THE RIVER CITY

PAGE 52

- Recognise and re-engage with the river.
- Facilitate amenity-led growth along riverfront and creekside communities.
- Build ten new bridges to boost connectivity and unlock green travel between discrete river peninsulas and urban neighbourhoods.
- Promote the river as a focus for events and cultural and civic institutions – a forum for city life.

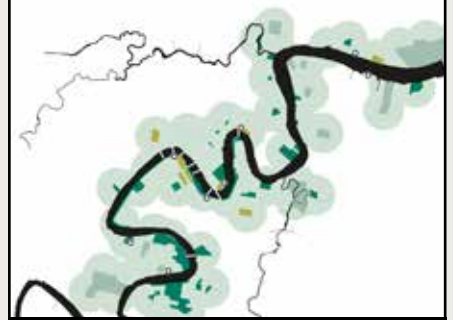
NORTH-SOUTH CORRIDOR

PAGE 50



RIVER AS A FORUM

PAGE 52



EAST-WEST RIVERFRONT RENEWAL

PAGE 54



ONE CITY MESH



THE MOSAIC CITY

PAGE 56

- Value Brisbane's distinctive character fabric mantle and the setting it creates for the CBD and urban living precincts.
- Upscale, differentiate and connect inner-city villages.
- Broaden housing choice and actively foster lifestyle diversity.
- Reinforce distinctiveness of neighbourhoods providing a range from highly urban to leafy and suburban.



UNIFIED BY LANDSCAPE

PAGE 60

- Promote Brisbane's landscape character with overtly subtropical streetscapes and built form.
- Recast Brisbane's major creek corridors as major natural and community amenity assets.
- Establish ten city-wide green links as the framework for an interconnected network of open space and active transport links.
- Green priority links by expanding pedestrian and cycle capacity and priority across the city.



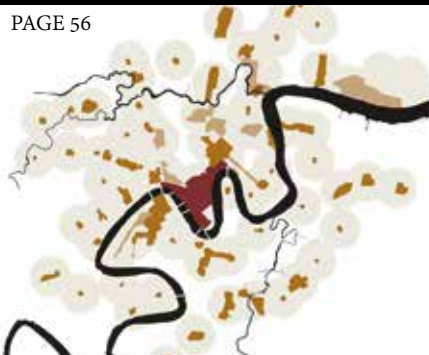
ACCESS ALL AREAS

PAGE 62

- Deliver Cross River Rail and Brisbane Metro as the spine of a re-imagined movement network.
- Embrace Mobility as a Service.
- Align renewal, density and rapid transit.
- Rethink the bus network for greater efficiencies and seamless modal interchange.
- Change perceived distances: a 20-minute city
- Ten new bridges to unlock an integrated green travel network.

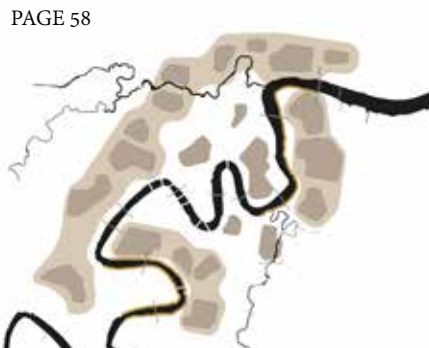
INNER-CITY VILLAGES

PAGE 56



DISTINCTIVE URBAN FABRIC

PAGE 58



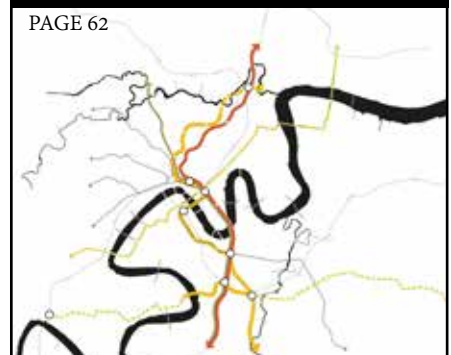
THE GREEN GRID

PAGE 60



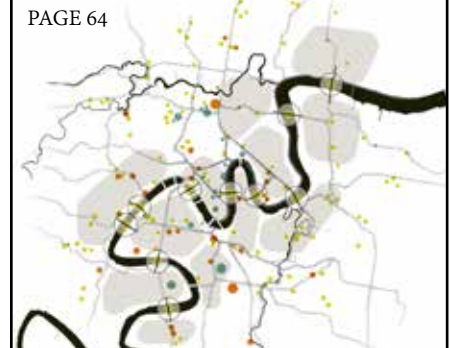
AN INTEGRATED TRANSPORT NETWORK

PAGE 62



CONNECTING COMMUNITIES

PAGE 64





01 THE KNOWLEDGE CITY

NORTH-SOUTH CORRIDOR

Brisbane's multi-nodal core has the potential to create a knowledge-dense environment where diverse ideas and new approaches come together to disrupt orthodox approaches and drive innovation.

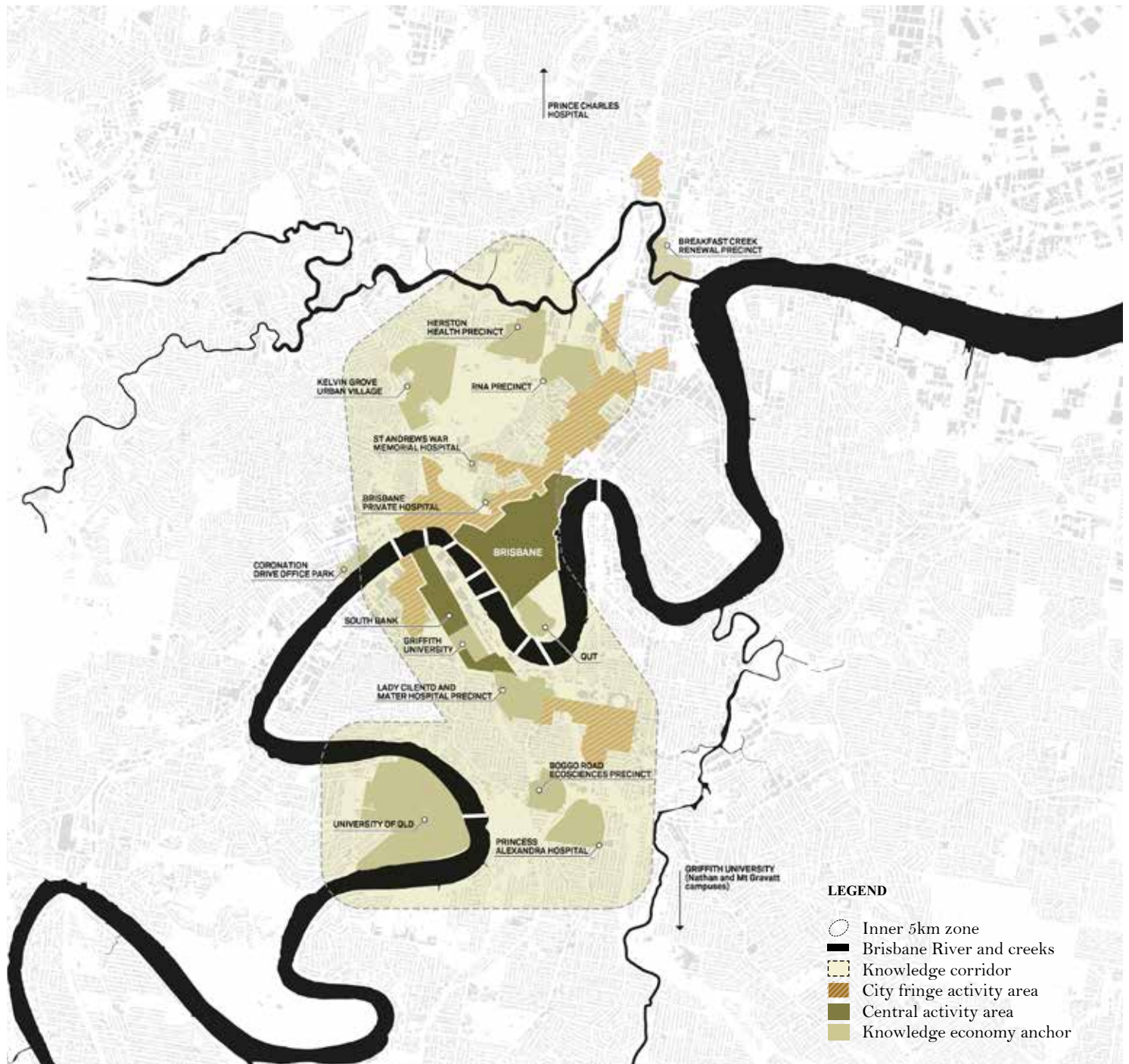
Opportunities exist to strengthen the intensity and scale of Brisbane's major nodes of business, knowledge and economic activity. These nodes represent the knowledge engine room of the Queensland economy and are concentrated in a corridor extending from the CBD north to Herston and south to The University of Queensland. It will be essential to extend the mix and critical mass of activities accommodated within the city's tightly contained CBD and allow expansion into readily accessed and high-amenity specialist city-fringe precincts. A key objective will be to boost accessibility within, to and from the corridor. Cross River Rail and Brisbane Metro are key infrastructure projects needed to sustain, integrate and grow the economic base of the city.

A key priority will be to weave the nodes into a rich urban fabric and break down discrete boundaries to foster a connected and boundary-less knowledge and innovation ecosystem. A critical aspect of this priority is removing barriers to integration, such as land use planning constraints, to reinforce and extend knowledge-intense economic functions and cross-sector collaboration as observed in the health, education and manufacturing industries.

POTENTIAL INITIATIVES

- A multi-centre approach to foster differentiation and specialisation.
- Connect centres both virtually and physically to encourage connectivity, collaboration and creativity with the rest of Queensland, Australia and the world.
- Improve transport, access and public realm assets to support collaboration and informal and incidental knowledge transfer and exchange.
- Create highly flexible centres – industrial, knowledge and technology precincts – to encourage creativity, innovation and collaboration and unlock gains in production.
- Invest in public realm assets and activation to boost experience and attractiveness.
- Coordinate planning and urban design strategies to support the renewal and intensification of major health, knowledge and education precincts.

Inner Brisbane hosts a number of knowledge and creative assets which could be better leveraged through improved connectivity and fostering collaboration. The emerging north-south corridor of major economic anchors must be stitched tightly together and grown.





02 THE RIVER CITY

RIVER AS A FORUM

Already a focus for the city's major events and festivals, the river could be reinforced as a forum for the cultural life of the city and a conduit linking the community to major sports and recreation facilities.

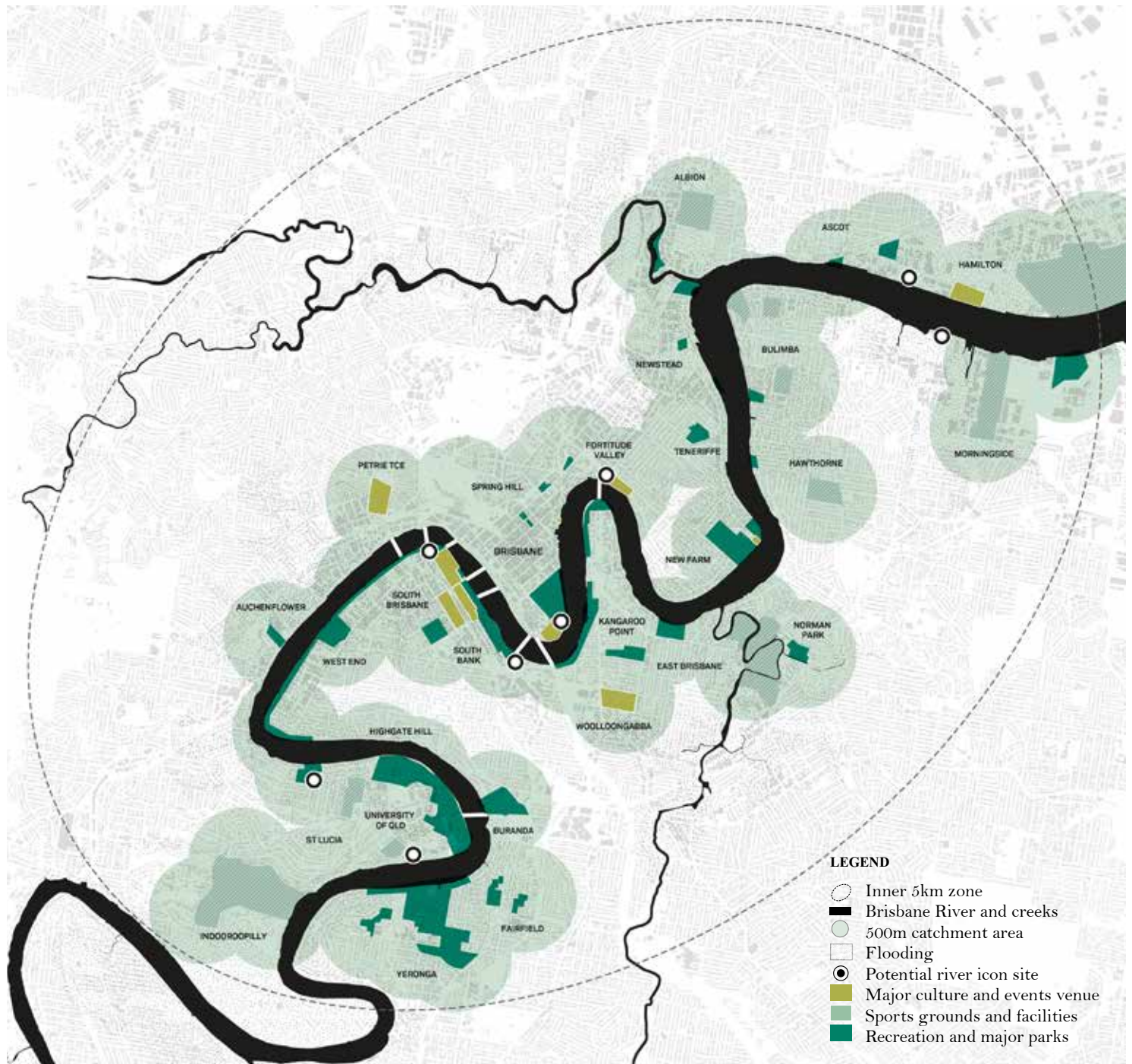
Brisbane's events calendar is anchored by its major venues, parklands, galleries, theatres and stages. These are clustered along, and in close proximity to, the river. Opportunities exist to improve the performance and accessibility of existing facilities with new models of governance, investment and programming which support arts, cultural content, public space development, activation and promotion. New and expanded nodes along the river could deliver high-quality public spaces that engage with the river.

Smaller pocket parks along the river have the capacity to function as more than just community green space, often hidden from plain sight. Embedded within the community fabric, these spaces should be considered for hosting small-scale commercial activities such as pop-up cafes, local markets, occasional live music and small events.

POTENTIAL INITIATIVES

- Facilitate permanent and temporary activation of the river edge and associated public spaces to foster the river as a forum for public life.
- Realise a sequence of new exemplary public buildings on key sites on the river edge.
- Address missing links in riverside pedestrian and cycle networks.
- Improve approach routes to the river from adjoining neighbourhoods, particularly to major event venues including The Gabba and Suncorp Stadium.
- Improve quality, capacity and function of prominent riverside facilities and features including the South Bank Parklands, City Botanic Gardens' Riverstage and Drift restaurant.

Imagined as Brisbane's forum for city life, spaces brimming with vitality could become new riverside meeting places for residents and visitors, promoting greater social interaction and community integration.





O2 THE RIVER CITY

EAST-WEST RIVERFRONT RENEWAL

Opportunities exist to tap into the latent potential of the Brisbane River and creek systems to deliver waterfront renewal that can provide alternative high-amenity lifestyle offerings. Brisbane must step up efforts to re-engage and reorientate towards the river and its creek networks.

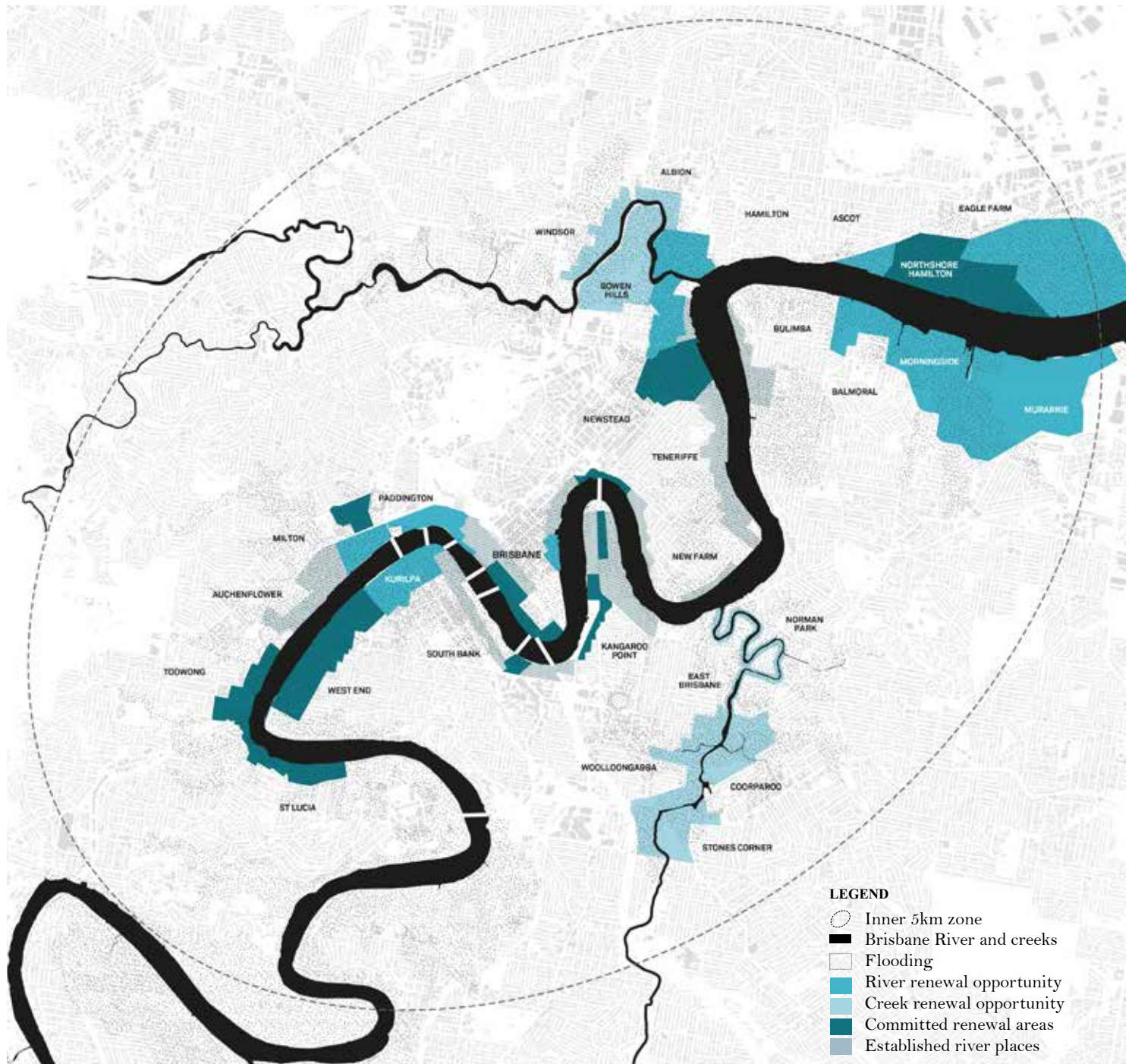
Opportunities exist to realise a sequence of new, high-amenity waterfront precincts that broaden the range of urban living choices in the city. These precincts should explore new patterns of development and design thinking that unlock the full potential of Brisbane's riverfront to demonstrate what a River City can be. Recent decades have seen a series of new and emerging riverfront places taking shape along the river, most recently including Queen's Wharf and the Howard Smith Wharves, two significant sites adjoining the CBD. Opportunities exist to expand on this momentum by capitalising on other available inner-city brownfield sites that adjoin river and creek frontages.

A significant extent of the riverfront can still evolve to support a more intimate and active relationship with the river and enable high-amenity, direct and convenient pedestrian and cycle connections. This prime real estate makes up a significant portion of inner-city renewal areas and will play an important role in Brisbane's revitalisation. Consideration of flooding issues will be critical in an riverfront renewal process.

POTENTIAL INITIATIVES

- Full engagement with the river will increase waterfront connections and places and further define Brisbane's image as a River City.
- Facilitate amenity-led growth by defining a new suite of riverfront and creekside precincts to broaden the range of urban living choices and boost lifestyle appeal.
- Provide publicly accessible and high-quality river and creek-edge treatments and continue to improve the river-edge condition at every opportunity to enhance Brisbane's amenity and identity.
- Establish place-based specific goals to achieve a cohesive approach and appropriate quality across all riverfront projects.
- Promote more holistic, integrated decision making to support ongoing improvement in concept development and delivery of river-edge projects.
- Promote the river and creek systems as a connective structural framework to enhance pedestrian and cycle access.

Brisbane's relationship to its river has changed dramatically in recent decades. As a city that once turned its back to the river, and crowded its edges with logistic, mercantile and industry activities, Brisbane has begun to embrace its waterfront.





03 THE MOSAIC CITY

INNER-CITY VILLAGES

A reinforced urban structure with a defined network of distinctive urban centres can actively support the CBD while capitalising on remnant character areas, urban ‘artefacts’, green spaces and timber and tin suburbs that define Brisbane’s inner city.

It is envisaged that Brisbane could emerge as a new generation ‘network city’, where the established network of centres could be up-scaled, differentiated and connected as a network of local lifestyle, business and creative hubs. A coordinated strategy that maximises the potential of each centre across the inner city is needed, to build a sustainable city-wide economy and an urban lifestyle unique to Brisbane.

Villages sit at the heart of neighbourhoods, shaping their identity and lifestyle. A broader mix of uses is encouraged to create places rich with potential for emerging start-ups, micro-businesses and Small to Medium Enterprises which require access to small, affordable and flexible spaces not often accommodated in CBD and institutional precincts. These clusters of activity complement the major main commercial, health and knowledge precincts concentrated in the north-south spine and broaden the economic base and reach of the city.

POTENTIAL INITIATIVES

- Recognise and reinforce the distinct character, urban quality and ‘lifestyle offer’ of each inner-city village.
- Create an ecosystem where entrepreneurs and start-ups thrive with a diverse and dispersed network of collaboration areas, mega-workhubs and unplanned spaces that support teleworking.
- Encourage land use flexibility to support new activity in old centres.
- Provide an engaging environment that facilitates informal engagement, ideas-sharing and knowledge transfer.
- Unlock innovation through networking within shared working environments where knowledge workers can build strong exchanges of experience and creativity.



03 THE MOSAIC CITY

DISTINCTIVE URBAN FABRIC

Opportunities exist to reinforce the mosaic of distinctive neighbourhoods across the inner city to boost the quality and range of urban living choices.

The fabric of the city must provide a range of great places for people to live, grow up and grow old. The timber and tin suburbs offer some of the most distinctive, leafy and high-amenity places to live close to any major city in Australia. The fabric continues to evolve and meet the demands of successive generations and offers a great place to raise a family. Substantive pockets of character must be retained while enabling complementary infill development and the realisation of new urban living precincts anchored by their own particular amenity and lifestyle opportunities.

The landscape and garden setting can be better valued as a key driver for a distinctive Brisbane lifestyle. The city's identity can be strengthened by leveraging the subtropical climate represented in the material fabric of the city, to create a remarkable inner-city network of gridded neighbourhoods with features providing high levels of amenity.

POTENTIAL INITIATIVES

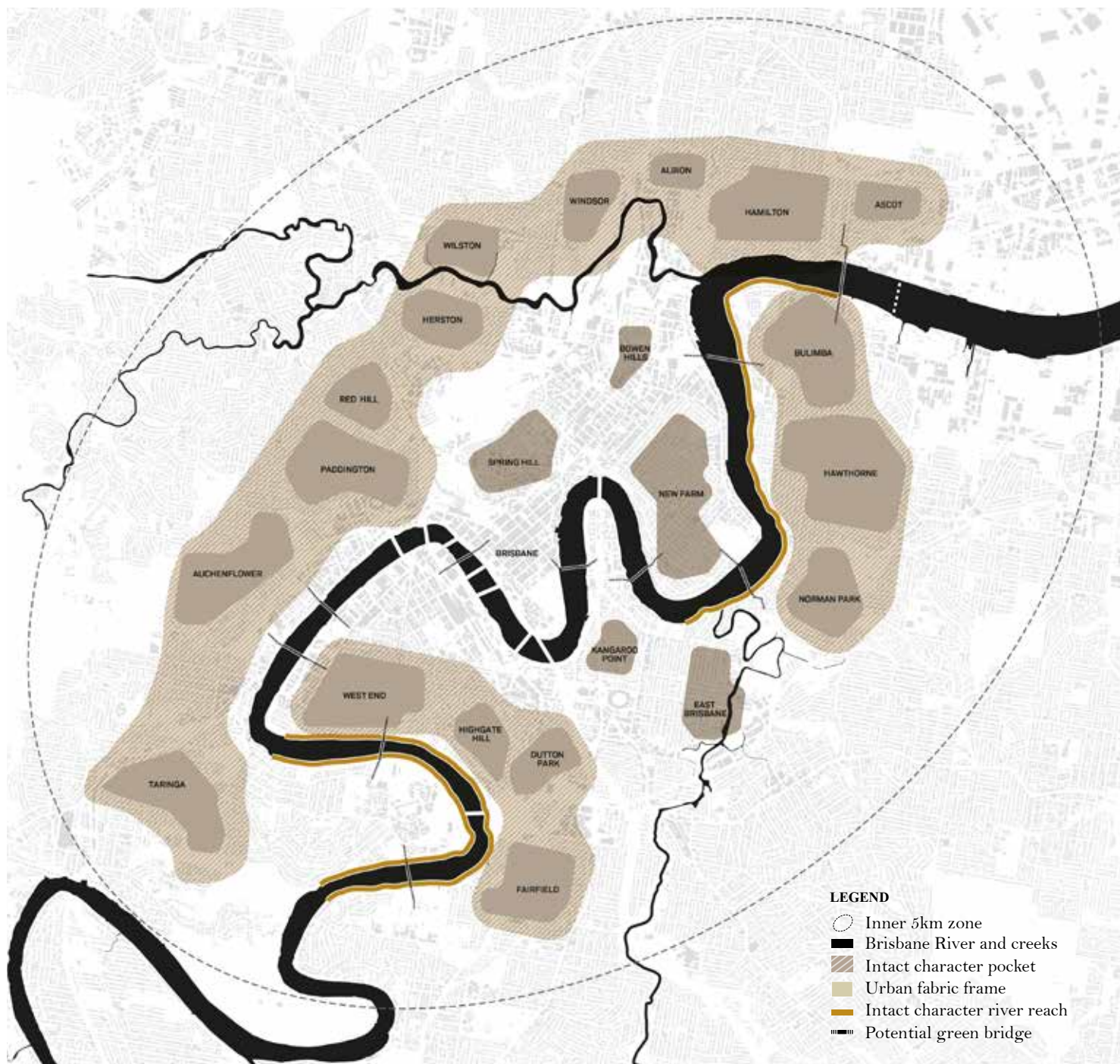
- Recognise and maintain the distinctive urban setting of the city centre including the hills, ridgelines and treetops which create a green tapestry and backdrop.
- Support ongoing evolution and renewal within character suburbs to provide diversity of housing and vitality of Brisbane's inner city while maintaining landscape and architectural character.
- Recognise significant intact pockets and zones of retained character, including:
 - the northern hills, gullies and character frame extending from Paddington to Hamilton
 - the eastern riverfront arc and ridgelines from Bulimba to Mowbray Park
 - the southern riverfront arc and ridgelines from Hill End to The Corso
 - The University of Queensland and its natural river edge
 - the CBD frame and inner hills – Spring Hill, Bowen Hills and Light Hill
 - highly valued pockets of character in St Lucia and New Farm.



A single gable facade is preserved as a distinguishing feature of an original home in Windsor, Brisbane, with the intention to protect local character. (House histories, 2016)

The Queenslander has been described as 'the closest Australia ever came to producing an indigenous style of architecture.'

- John Freeland





O4 UNIFIED BY LANDSCAPE

THE GREEN GRID

A grid of green links is proposed with the Brisbane River and major creek corridors forming the frame for an interconnected network of open space and active transport links.

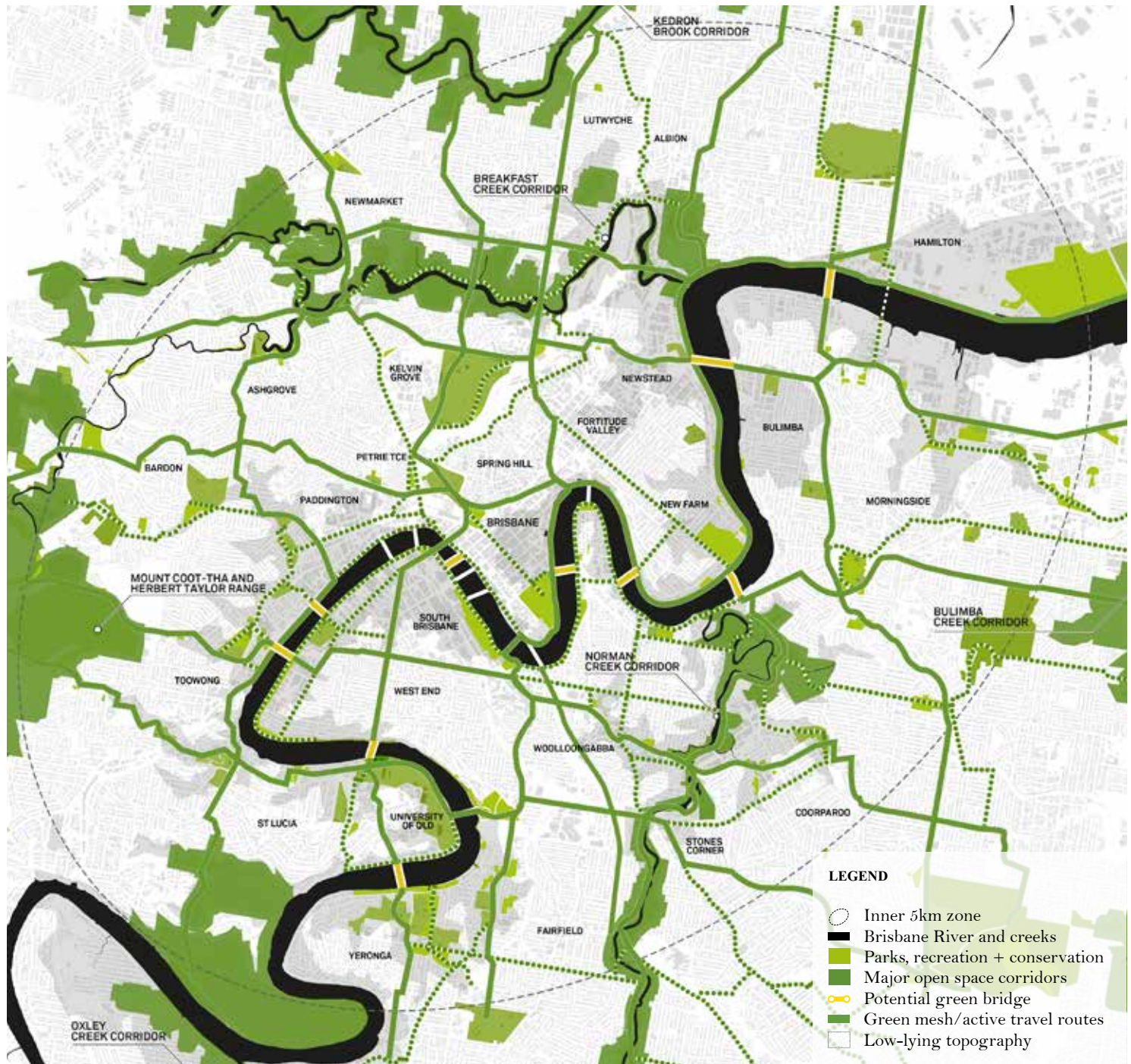
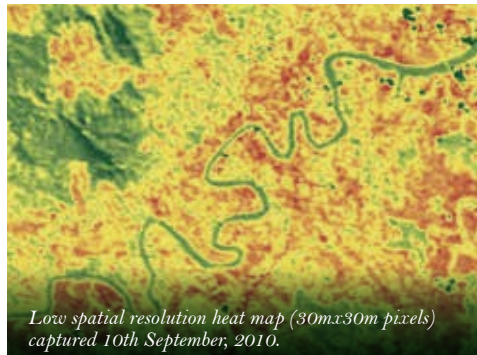
The grid can provide high levels of walking and cycling priority in an attractive natural green setting. The multifunctional corridors will protect key ecological values while acknowledging local landscape, heritage and cultural assets, including Indigenous landscape values. These connections could be developed around the existing open-space network and major creek alignments to provide excellent at-grade, high-priority pedestrian and cycle routes. Key focus points would be to address current gaps in the network and embed pedestrian and cycle priority at street intersections.

Greater investment in the existing public space network is needed to keep pace with the growing urban population and to provide a level of access to green space, unachievable in most modern cities around the world. A focused approach to open-space investment is identified as the most effective way to maximise community benefit. A sequence of 'city parks' and green links should provide focal points for recreation and social interaction, complementing the green space embedded in the backyards of the city's distinctive urban fabric, together creating attractive urban living options for a range of preferences.

POTENTIAL INITIATIVES

- Address gaps in the pedestrian and cycle network, and provide more direct connections for rapid-transit routes.
- Recast Brisbane's major creek corridors as major natural and community amenity assets.
- Revitalise neglected urban ecosystems and turn these undervalued parts of the city into sustainable green spines that provide amenity and flood resilience.
- Enhance the quality and character of Brisbane's streets by planting more trees, greening neighbourhoods and promoting life on the street.
- Address missing links in the Riverwalk network and rethink the function of key bridges, such as the Victoria Bridge, potentially converting traffic lanes to pedestrian and cycle space.
- Progressively coordinate and consolidate above-ground and underground utilities on key streets to support large-scale trees.
- Develop a suite of shade structures for on-street and open-space areas including dining spaces, awnings, intersection shade canopies and light-weight city shade identity.

Ten cross-city pedestrian and cycle connections create a tapestry of green links which stitch together currently discrete inner-city destinations, connecting the places people live, work and relax.





05 ACCESS ALL AREAS

AN INTEGRATED TRANSPORT NETWORK

The density and activity of the inner city warrants higher-capacity transport systems to unlock greater accessibility and support the realisation of a 20-minute city.

An integrated network which can cater to growth in demand will depend on the delivery of both Cross River Rail and Brisbane Metro and an increase in frequency and reliability on the suburban rail and bus network. As Brisbane's mass transit system expands, moving to a 'trunk and feeder' network, station design must support seamless interchange and create a more legible network for passengers.

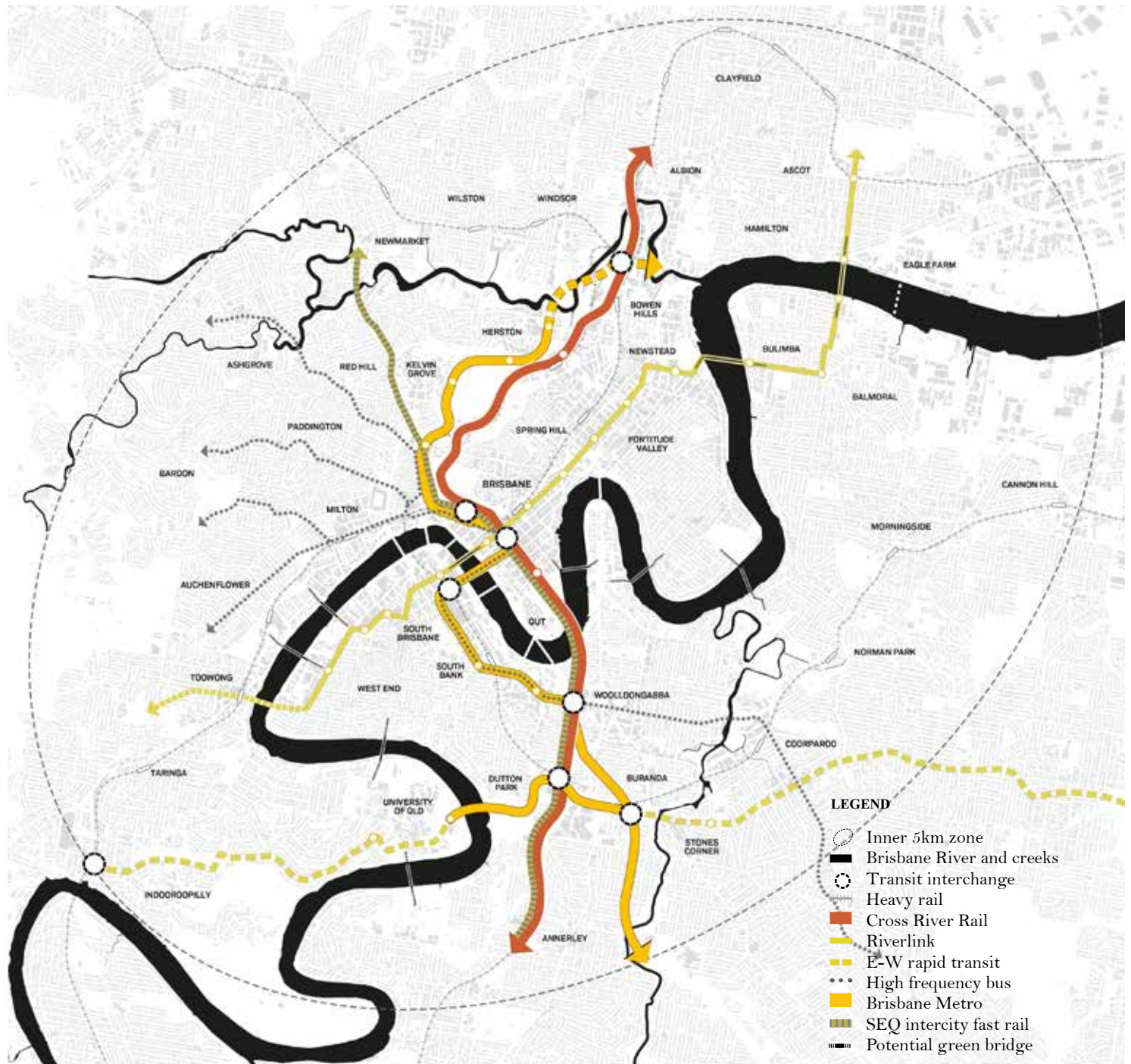
New rapid links are required in the network to address gaps and support convenient access to currently disconnected precincts, and particularly the city's river peninsulas. A new east to west link will be critical to support the levels of renewal and urbanisation expected along the river, potentially between West End and Newstead and extending to Hamilton and the airport in the east and Toowong to the west.

Opportunities also exist to accelerate adoption and incubation of new innovative mobility solutions to embrace the emerging Mobility as a Service mindset, which can help to ease pressure on the congested road network and liberate new ways to move around the city, particularly for many people not well served by the current network.

POTENTIAL INITIATIVES

- Deliver Cross River Rail and Brisbane Metro as the spine of a re-imagined movement network.
- Promote additional high-capacity transport options as necessary to cater to the projected population growth.
- A shift in operations and travel behaviour towards a 'trunk and feeder' network with seamless interchange points.
- Progressively expand dedicated high-capacity networks to include a 'Riverlink' connecting the river peninsulas, key growth precincts and the CBD.
- Promote the mindset of Mobility as a Service and actively trial new technologies to boost transport choice and embrace disruption.
- Address disincentives and barriers for transit-oriented development including the negative amenity impacts of freight on the rail network and the sterilising effect of Park 'n' Ride facilities in the inner city.

A series of strategic moves have been identified to transform Brisbane's current public transport system into an integrated, high-frequency, priority rapid-transit network.





05 ACCESS ALL AREAS

CONNECTING COMMUNITIES

Opportunities exist for more frequent and direct connections to unify the discrete river peninsulas and the neighbourhoods of the inner city.

The underlying urban structure of inner-city Brisbane presents a mosaic of high-amenity and discrete urban neighbourhoods, separated by busy roads, major green-space corridors, the river and hilly terrain. The strong individual character and identity of these neighbourhoods is a quality that should be actively reinforced.

Ten new cycle and pedestrian bridge connections are needed to, from and between peninsulas and discrete communities. A network of new crossings could unlock latent connections across the inner city, providing rapid, direct and convenient access between precincts, potentially reducing travel time by as much as 50% to 70%. The improved ease of access could provide impetus and incentive to shift travel patterns and behaviours to more sustainable modes underpinning wider economic, social and liveability gains.

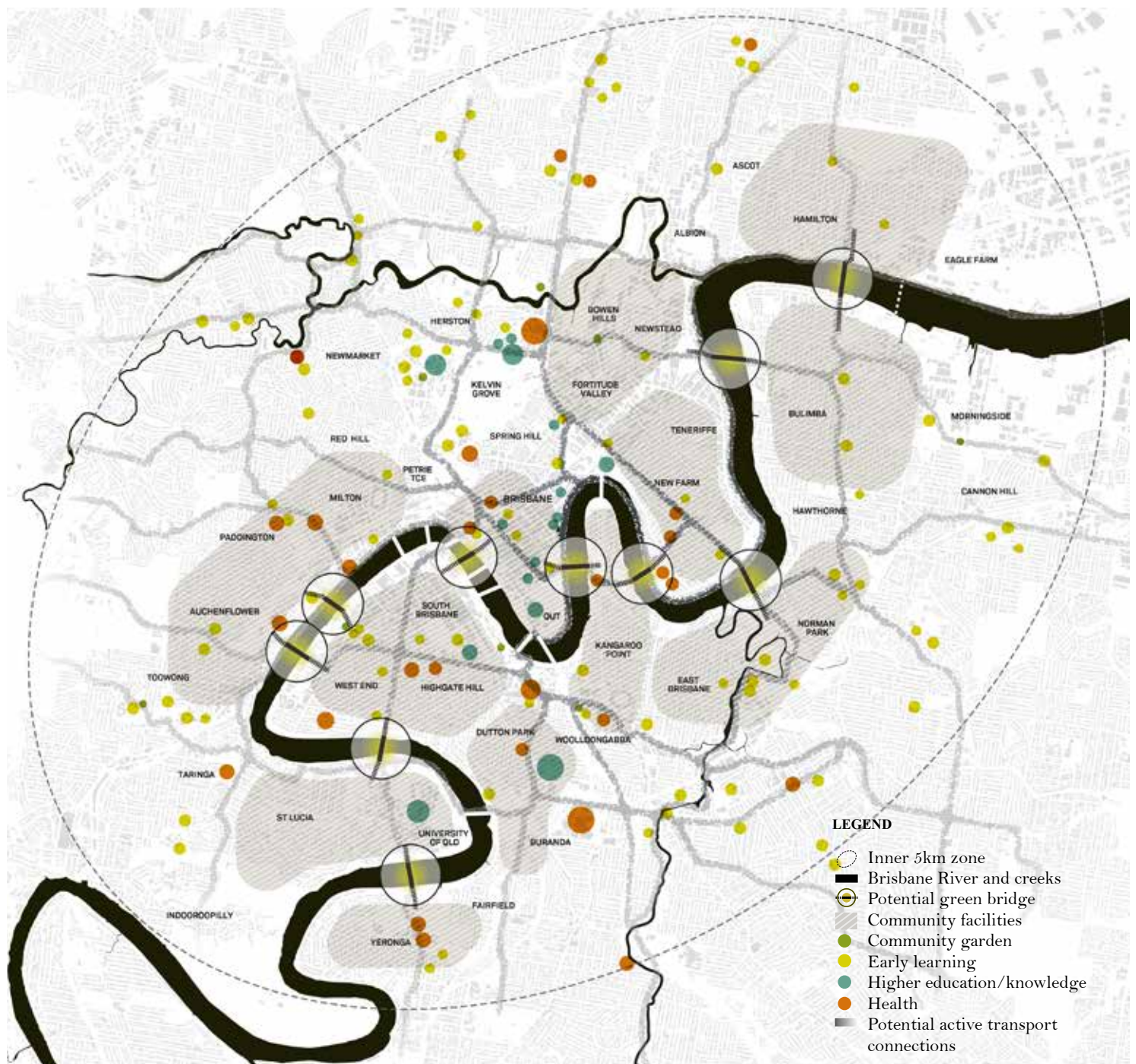
POTENTIAL INITIATIVES

- Introduce ten new green river crossings stitching together discrete communities.
- Provide opportunities for more direct connections between the places people live work and play.
- Reduce travel times and improve mobility to encourage greater public and active transport uptake and reduce car dependency.



Initial plans for 12 new river crossings, Report of the Cross-River Commission, 1926

Initial plans developed by the Brisbane City Council nearly 100 years ago proposed 12 new river crossings to better connect a rapidly growing new city. Today, only half of the proposed bridges have been realised.



A VISION FOR BRISBANE





ONE CITY MESH

The creation of a single city grid or mesh is the most identifiable concept of this independent vision.

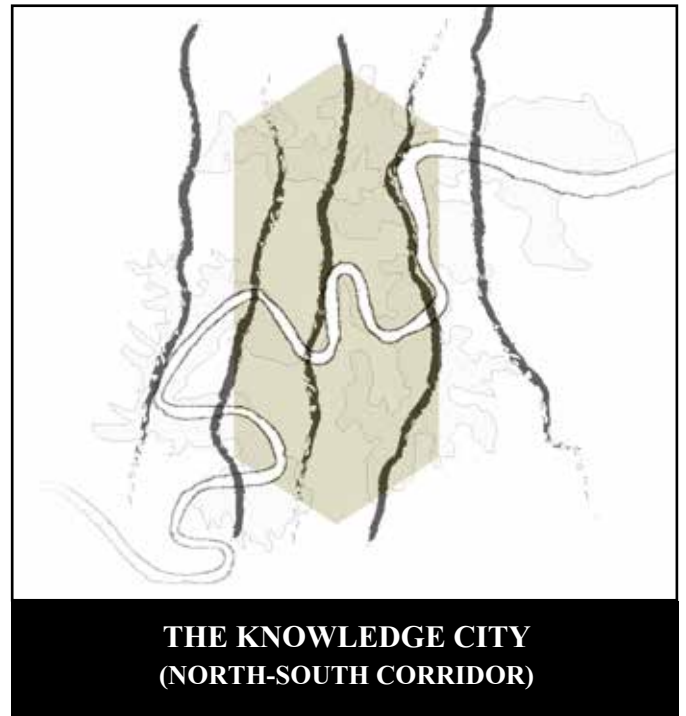
This city mesh combines the ideas expressed in 'access all areas', an integrated transport network and 'unified by landscape' in a simple way that links wider cultural, environmental and technological agendas. The city mesh comprises three elements:

- the building of ten green bridges
- integrating transport networks by linking communities across the Brisbane River
- establishing a green grid.

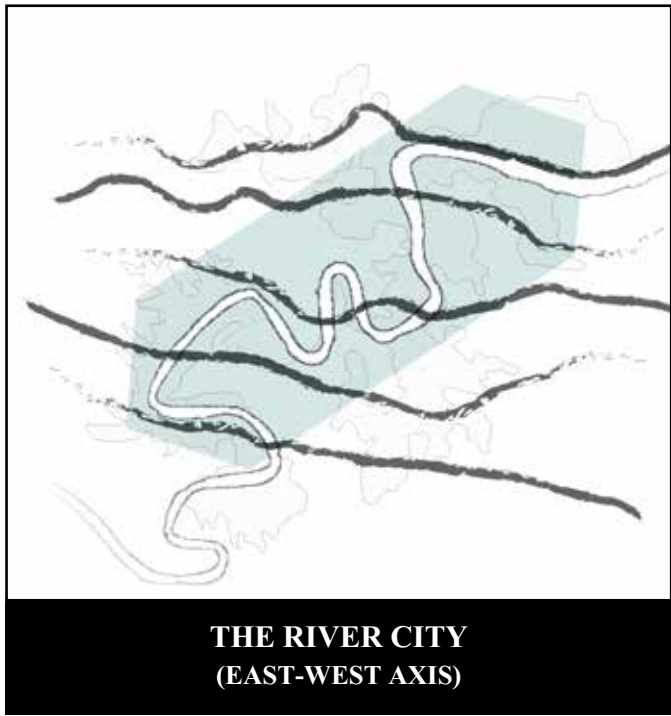
Founded on mobility and landform, the city mesh connects and cools the three cities outlined in this vision: The Knowledge City, the River City and the Mosaic City. The city mesh is an idea centred on public health and public transport and necessitates ongoing co-investment, investigation and careful implementation to realise its potential.

The city mesh concept is not new. It builds on existing writings, strategic thinking and academic research. In the context of Brisbane, what is new is the fusion of 'trunk and feeder' transport and landscape networks into a single city urban ecosystem. Leveraging natural and human-made networks is crucial to strengthen Brisbane's identity as a city of (currently) unconnected villages embedded in a subtropical landscape: a 'sticky city'.

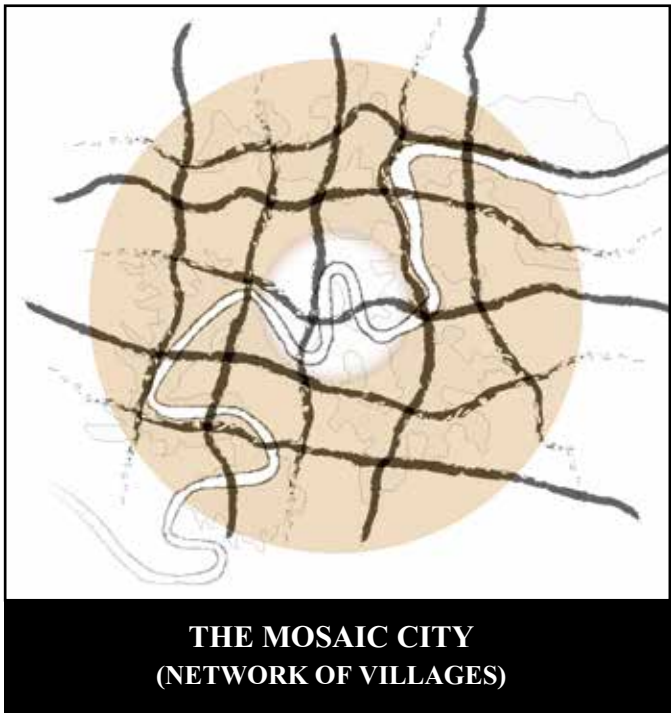
Brisbane's hills, ridgelines, creeks and river make a city landscape of discrete urban 'artefacts' which can be reinforced through a new city mesh to reveal a stronger, more cohesive whole. Recognising old and new catchments, movement patterns and points of exchange is key, founded on a deeper understanding of watershed, commerce and education.



**THE KNOWLEDGE CITY
(NORTH-SOUTH CORRIDOR)**



**THE RIVER CITY
(EAST-WEST AXIS)**



**THE MOSAIC CITY
(NETWORK OF VILLAGES)**

BRISBANE TRAM NETWORK

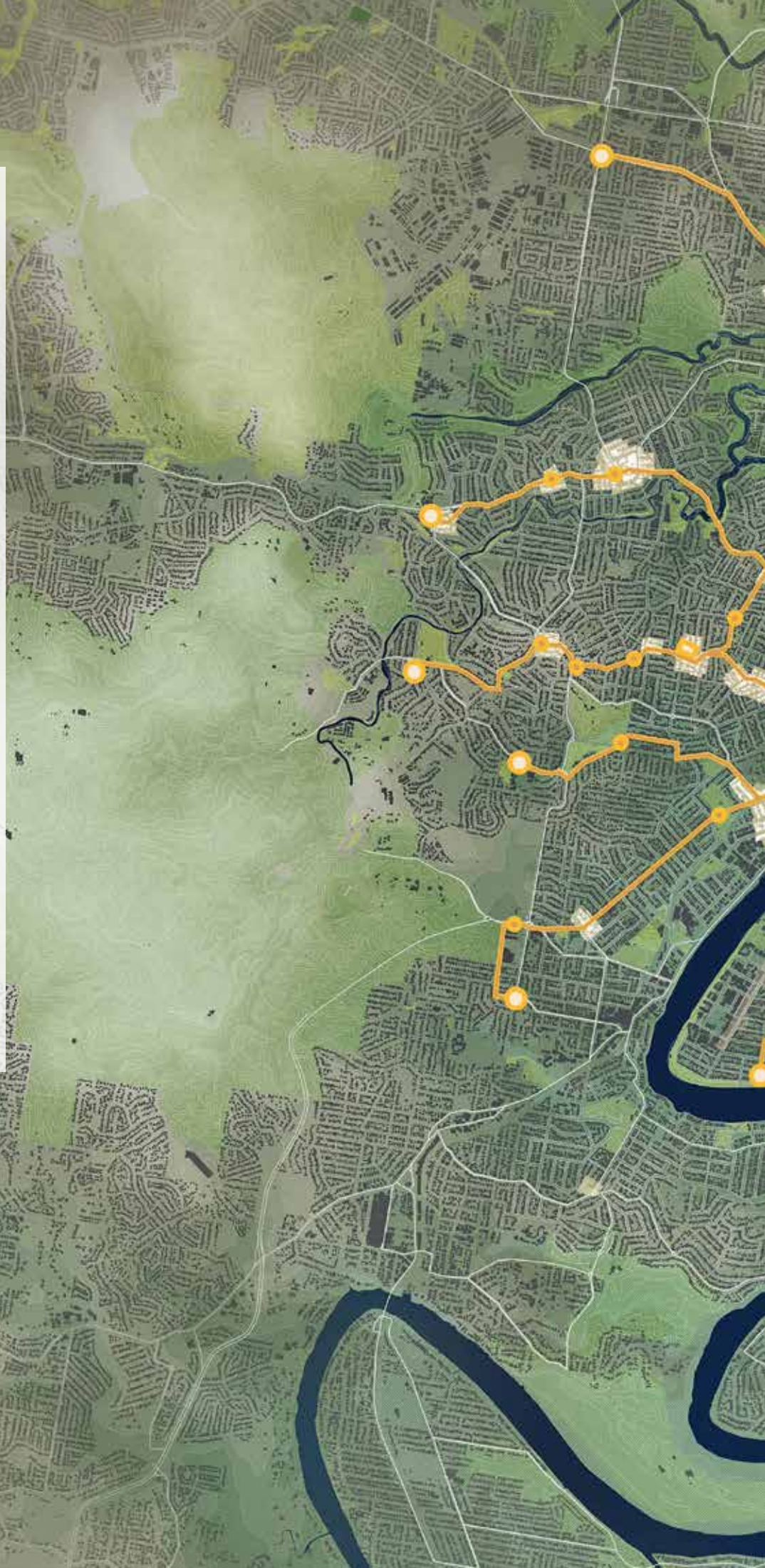
THE EARLY MESH

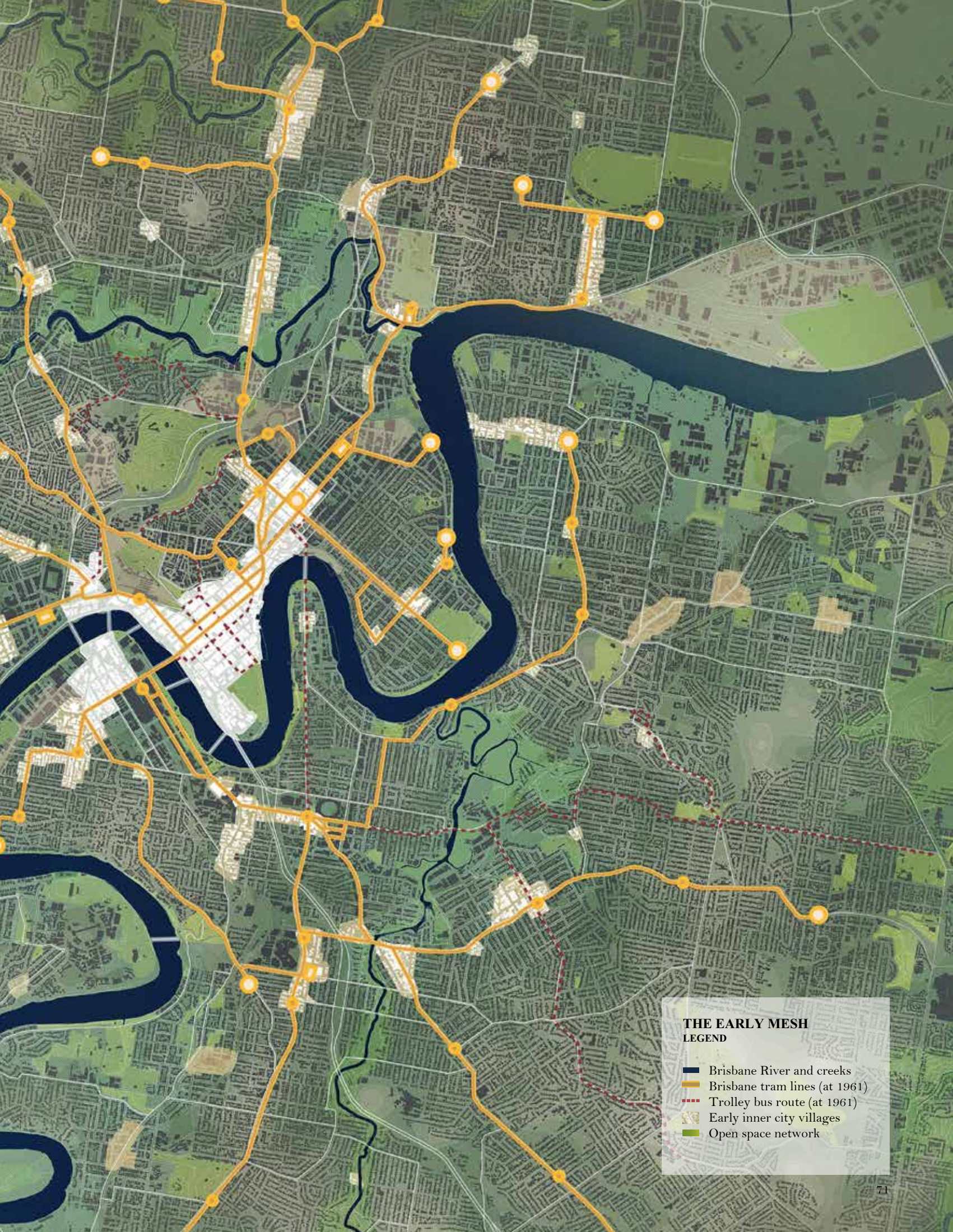
Over time, the way people have moved around the city has changed significantly.

Brisbane's tram and rail network, initiated in the late 1800s, provided an early rudimentary form of the city mesh. The tram and rail networks negotiated the river and Brisbane's many hills and ridges, supporting the life and vibrancy of the city across its many villages. The expansive tram network, one of the largest in the world, linked the city's major retail and commercial areas – including the CBD, Fortitude Valley, Woolloongabba and South Brisbane – with Brisbane's inner residential suburbs and suburban villages that flourished around key tram stops and junctions.

Brisbane trams were the city's primary means of public transport for over half a century until the network closed in the late 1960s. The end of the tram era combined with the emergence of the car in the '50s, '60s and '70s and the encouragement of major retail centres outside the CBD has somewhat eroded the concept of a walkable and connected city.

However, Brisbane's inner-city villages remain largely intact, a legacy of the historic tram network. The villages continue to make an important contribution to Brisbane's established fine grain and urban fabric. They trace the existing foundations of an earlier city mesh, presenting an opportunity to realise a more contemporary network that meets the city's current and future needs.





**THE EARLY MESH
LEGEND**

- Brisbane River and creeks
- Brisbane tram lines (at 1961)
- - - Trolley bus route (at 1961)
- Early inner city villages
- Open space network

REALISING THE CITY MESH

To realise Brisbane's latent opportunity, the city mesh binds together three important city-shaping projects and two city landscapes.

CITY PROJECT 1 AND 2 CROSS RIVER RAIL AND BRISBANE METRO

These two major capital works projects are current propositions with long-term city making aspirations in addition to the functional contribution they make to the city-wide transportation networks. These projects provide site-specific focus on many strategically important sites for the city's longer-term repositioning. In the case of Cross River Rail there is an additional opportunity created by its significant governance structure and power to integrate above-ground urban opportunities with long-term transformational results.

CITY PROJECT 3 TEN BRIDGES STRATEGY

The concept of additional bridges for the city is not new, however, what is new is the understanding of how important the bridges strategy idea is now: Brisbane's long-term ability to build from the considerable assets contained within the inner five kilometre ring of development along the river form. Timing is a valuable commodity. Brisbane has the ability to make a significant alteration to the functionality of the city in a profound,

simple and relatively low-cost way that is not available to other cities. The connection of places that were previously disconnected has been powerfully demonstrated by the overwhelming success of three recent bridge connections: the Goodwill bridge site, Kurilpa, and the Eleanor Schonell Bridge connection to The University of Queensland.

These bridges have made important and long-term alterations to city functionality. A similar outcome can be delivered across the whole of the inner five kilometre form of the city through the delivery of an additional ten green bridges.

The creation of a fully integrated landscape and transportation mesh would allow space for new disruptive technologies such as 'Mobility as a Service' and 'platform thinking', and the goal of zero-carbon emissions to be applied at a city level. With advances in analytics and artificial intelligence, the sensing and engagement opportunities that a physical and virtual mesh offers are immense, including an ability to optimise and measure the greening, cleaning, cooling and connecting functions of the city.

Both the river system and topography of Brisbane establish a setting that connects future growth to natural systems. It is essential that the city responds to its landscape setting, capturing the amenity and environmental values of the city, protecting the lifestyle it provides while embracing new forms of mobility and connectivity.

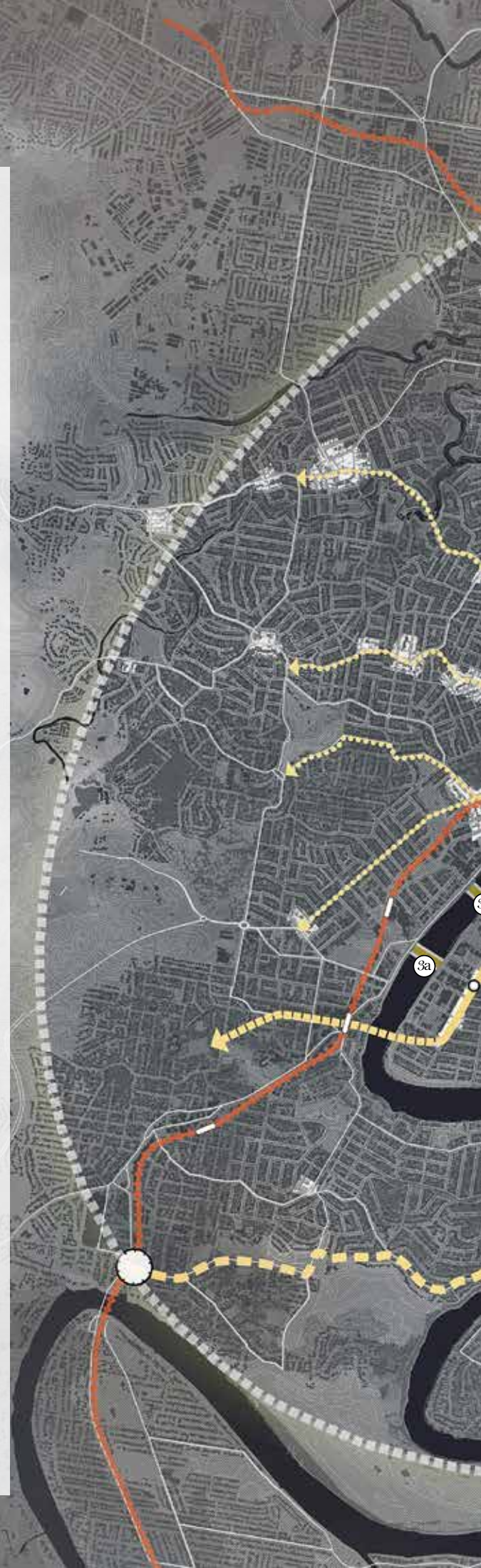
LEGEND

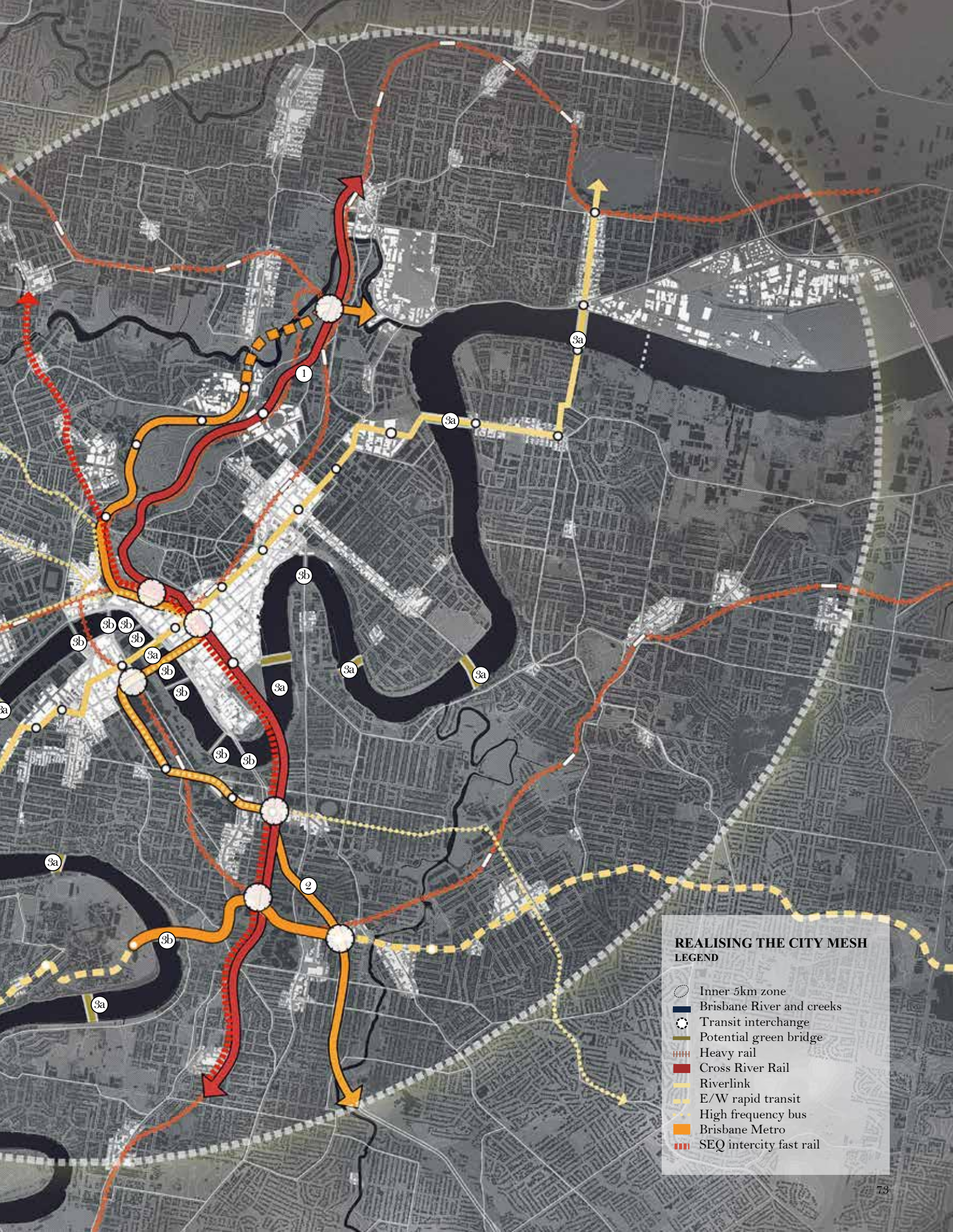
Cross River Rail + Brisbane Metro

- ① Cross River Rail
- ② Brisbane Metro

Ten bridges strategy

- ⊗ New green bridge
- ⊙ Existing bridge





**REALISING THE CITY MESH
LEGEND**

- Inner 5km zone
- ▬ Brisbane River and creeks
- ⊗ Transit interchange
- ▬ Potential green bridge
- ▬ Heavy rail
- ▬ Cross River Rail
- ▬ Riverlink
- ▬ E/W rapid transit
- ▬ High frequency bus
- ▬ Brisbane Metro
- ▬ SEQ intercity fast rail

CITY LANDSCAPE 1 THE RIVER AND CREEK SYSTEMS

Brisbane has long been known as the River City, but the river itself suffers from lack of integrated governance and management. The role of the river and riparian landscapes is a critical opportunity and sometimes an impasse in leveraging the undoubted asset they bring to the entire inner five kilometre location. A new cooperative governance structure involving the State Government and Brisbane City Council would bring joint ownership and vision to this most important asset.

River governance should also consider issues as diverse as flood and foreshore management, in line with Regional Harbour Master requirements, which have a direct bearing on the construction of river crossings – including their height – which will question historically driven regulatory needs. With the proposition to deliver many new bridges it is important to conduct a formal review of these regulatory provisions to ensure they meet the needs of a contemporary city.

CITY LANDSCAPE 2 HILLS, RIDGES AND GULLIES

The open space from the base of Mount Coot-tha to the D'Aguiar National Park is one of unprecedented magnitude for a city the size of Brisbane to have on its doorstep. It provides a unique opportunity for seamless recreation, environmental and education facilities, starting at the Brisbane Botanic Gardens Mount Coot-tha and the Sir Thomas Brisbane Planetarium. Extensive active and passive recreation options exist, from walking and mountain bike trials to nature observation and family picnic areas, all integrated within five kilometres of the city. This is a high standard opportunity for all residents and visitors that can be cohesively stitched into the broader city mesh.

LEGEND

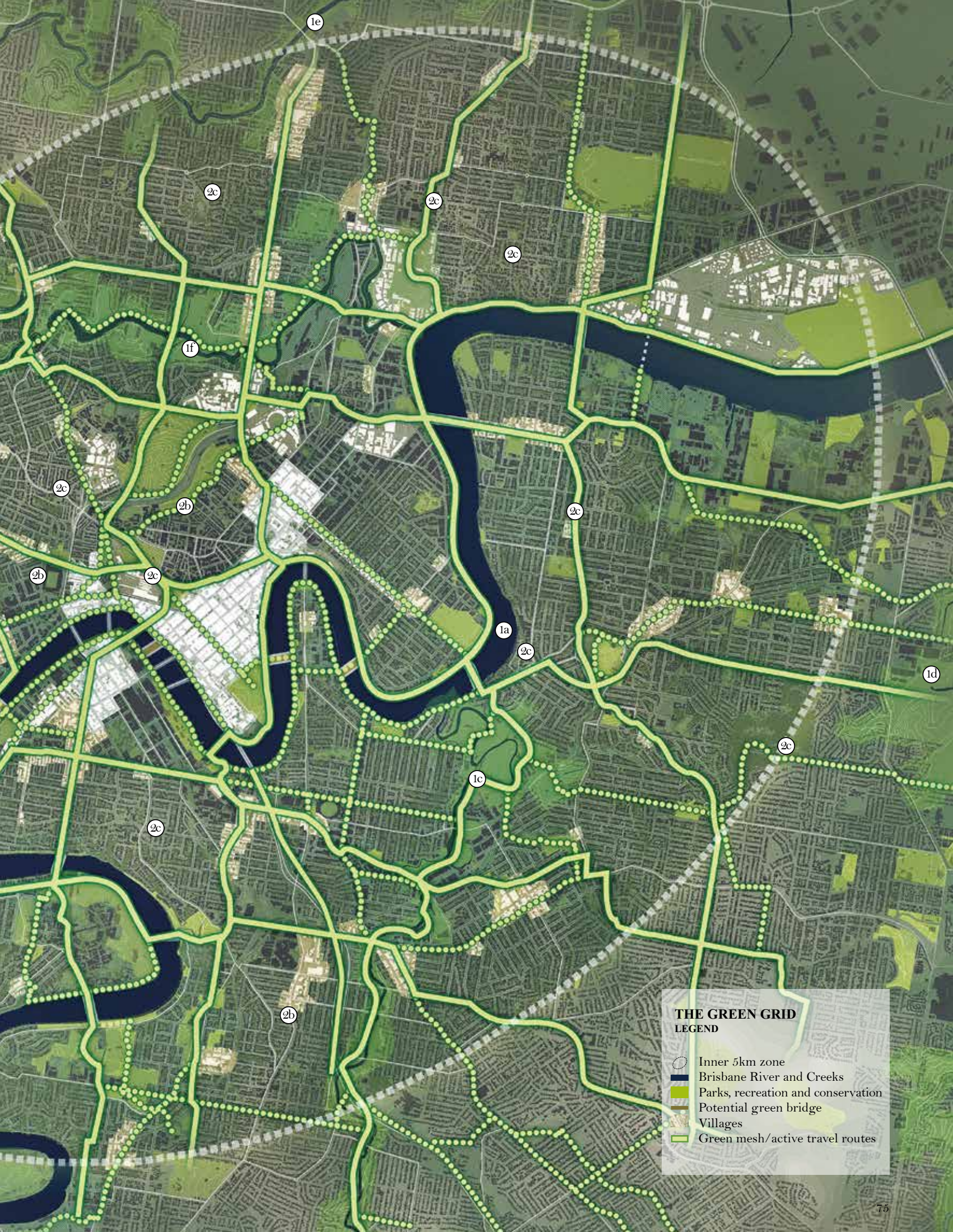
River and creek systems

- 1a Brisbane River
- 1b Oxley Creek Corridor
- 1c Norman Creek Corridor
- 1d Bulimba Creek Corridor
- 1e Kedron Creek Corridor
- 1f Breakfast Creek Corridor







Hills, ridges and gullies

- 2a Mount Coot-tha to the D'Aguiar National Park
- 2b Important ridgelines
- 2c Important inner city hills





**THE GREEN GRID
LEGEND**

-  Inner 5km zone
-  Brisbane River and Creeks
-  Parks, recreation and conservation
-  Potential green bridge
-  Villages
-  Green mesh/active travel routes

BRISBANE UNLOCKED

This is a city shaped by a river whose looping curves create a series of interlocking peninsulas upon which a mosaic of neighbourhoods grew, each with a distinctive character and identity. The central business district, tightly framed by the course of the river and by the hills behind, provides the city with a strongly defined compact heart.

This is a city divided by a river, one which author David Malouf describes as being disorienting, making nearby spots distant by virtue of having to go around a body of water. It is a city where 'geography and its features offer no help in the making of a mental map. What you have to do here is create a conceptual one.'

This is a young city that can change itself in ways that few other cities can, while remaining unchanged in its inherent values, assets and unique character. What is required is an overlay that connects and develops these attributes: a city whose potential is unlocked. These attributes include:

- the river itself, a recreational concourse and a place to stage cultural and civic events
- public and private gardens, sports fields, campuses and tree-lined streets, often anchored by majestic Moreton Bay Figs – Brisbane is a green city still
- the balmy and gentle climate that offers outdoor living all year round
- the virtual network linking the many leading educational, cultural, research and medical institutions that are the foundation of a knowledge city
- the rich mosaic of inner-city character neighbourhoods and array of historical buildings that tell the story of settlement in a myriad of architectural styles
- the supportive small-town characteristics of shared enterprise, pride, ambition and sociability that remain despite growth, and create a sense of community.

Linking and developing these attributes is key. Rather than loosely bounded and segmented areas enclosed in their geography, a new conceptual map of Brisbane imagines a more permeable city

and a more expansive vision of what constitutes the city core by creating a connective middle ring within a wider settlement pattern. Such a vision would embrace the mosaic of neighbourhoods with their distinctive 'place' properties and develop their existing centres to create a multi-nodal, multi-layered, multi-centred and culturally cross-fertilised city that retains its intimate spaces.

This expanded core would extend from St Lucia and The University of Queensland in the south, to Newstead and Albion in the north. Central to such a vision are interrelated strategies to strengthen connectivity and mobility between precincts, from St Lucia via West End, South Brisbane and the CBD, through to Bulimba, Newstead, Northshore Hamilton and beyond. Cross River Rail and the Brisbane Metro would provide the spine of this movement network; infrastructure projects that underscore an understanding of connectivity being essential to Brisbane's future growth and vitality.

Yet transport corridors can achieve more than the simple utility of moving people from point A to point B – they can become city-enhancing mechanisms in themselves. A future Brisbane envisages a green grid of vegetated corridors created from existing boulevards, gardens and parks. This green grid of shaded walkways connecting open spaces would encourage walking and cycling, provide places for people to mingle, and cool the city.

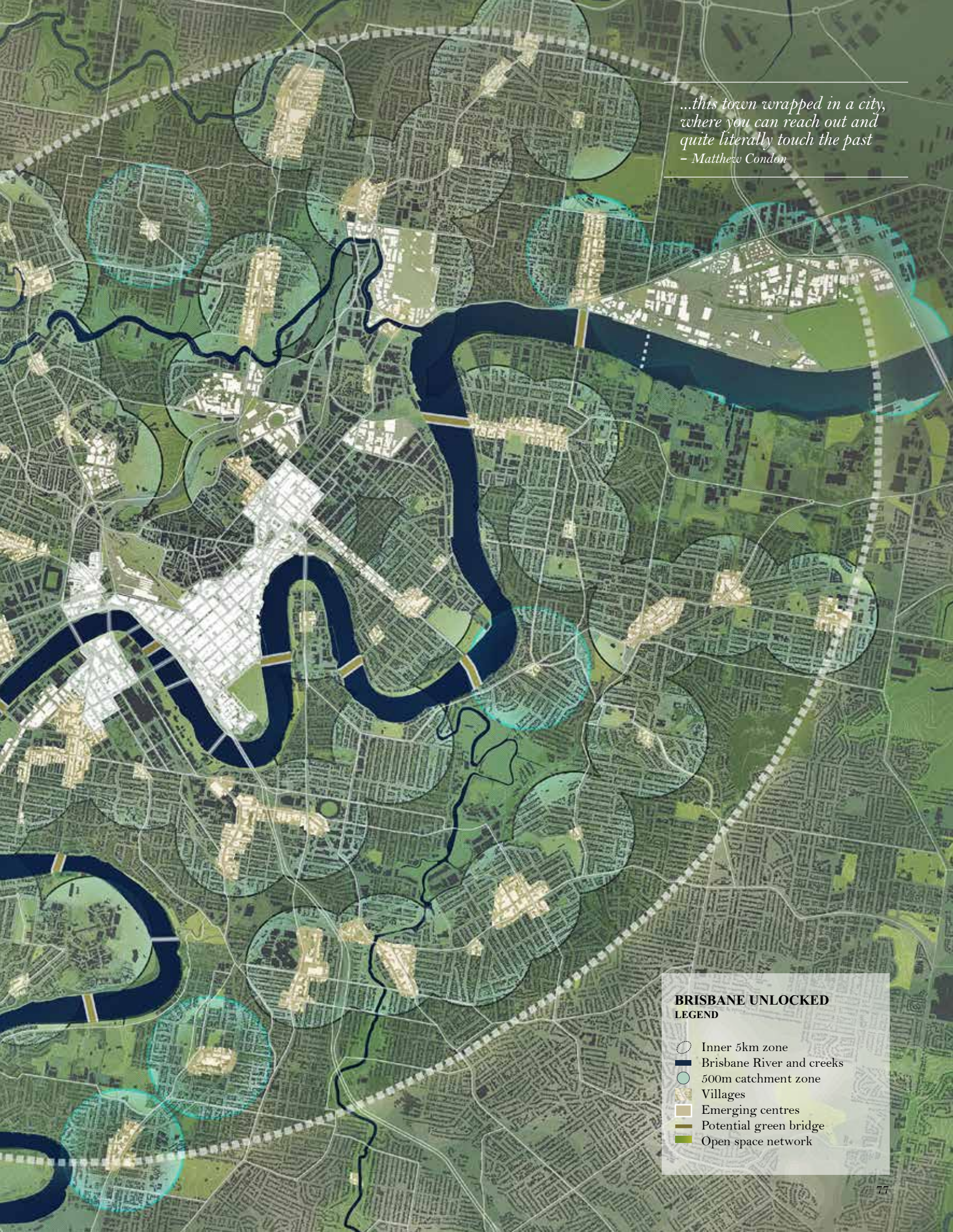
Ten new pedestrian and cycle bridges spanning the river become part of this mix and encourage the use of the river as a destination for recreation and public events. This outdoor city is possible in a subtropical climate, one which can open public places and public buildings to the weather of the day.

The design of public spaces should capitalise on the climate to add to the sense of a relaxed lifestyle that is part of Brisbane's character.

Brisbane can become an accessible, distinctive and culturally layered city that offers a healthy relaxed lifestyle within a friendly yet intellectually sophisticated environment. It would become a liveable city that will attract, develop and retain residents, who in turn will bring innovative ideas that will enhance the culture, strengthen the economy and shape the future.



*...this town wrapped in a city,
where you can reach out and
quite literally touch the past*
- Matthew Condon



**BRISBANE UNLOCKED
LEGEND**

- Inner 5km zone
- Brisbane River and creeks
- 500m catchment zone
- Villages
- Emerging centres
- Potential green bridge
- Open space network

AREAS FOR ACTION

A JOINT FOCUS

Unlocking inner Brisbane's potential also recognises the role of the city as the strategic central focus in the wider network of urban centres in South East Queensland, and the engine room for the state economy. It advocates a strategic mindset and increasing investment in catalytic civic and transport infrastructure to ensure the greatest impact can be realised to boost the reach and performance of the city, region and state.

A joint focus is needed to reconcile successive, potentially divergent philosophies for managing the city's growth. The current mindset must recognise the intrinsic value and urban legacy of each wave of development to create a more integrated, holistic city-wide lifestyle and experiential offer. Importantly, the inner city of the future must leverage and better connect the distinctive attributes of each of the dominant settlement 'patterns' of Brisbane to include:

- the historic central city core and river edges established from the mid 1800s
- the compact network of character villages and leafy Queenslander neighbourhoods that evolved around the rail and tram network to the mid 1900s
- the suburban frame and necklace of major activity centres focused on a concentric network of public transport and arterial roads from the 1950s
- the new inner-city urban villages emerging from coordinated renewal from the 1990s.

Facing up and responding purposefully to the challenges ahead will entail the

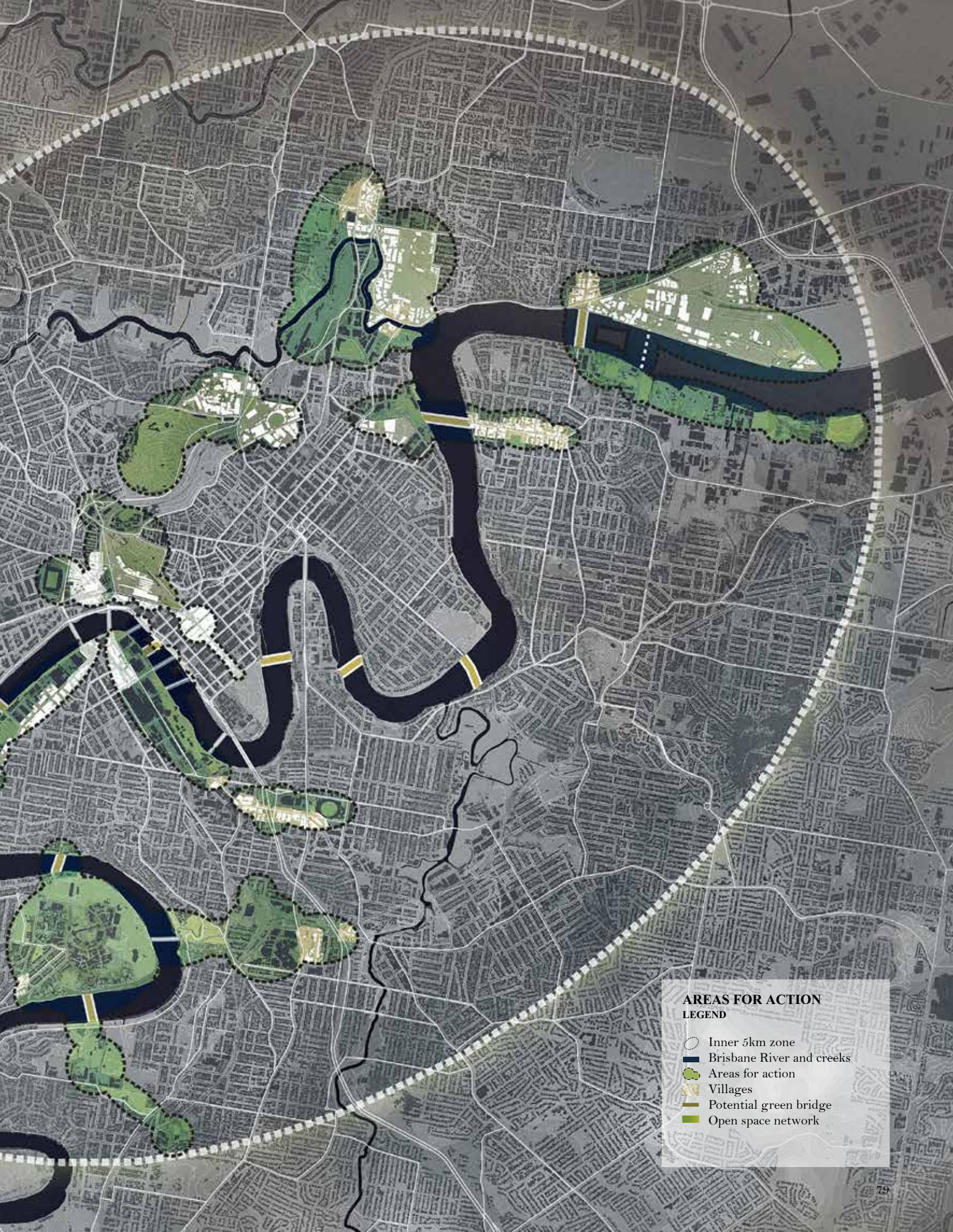
shaping of an agreed understanding of the possibilities for the future matched by a common sensibility as to the best way to move forward. Strong leadership, stewardship and cooperation at all levels of government and an agreed agenda informed by clear and sustained community engagement will be essential. A shared sense of what might be achieved when guided by well-made plans and jointly orchestrated initiatives will deliver a city that all could enjoy because of the quality of life unique to a city cradled in its special landscape and benefiting from its subtropical climate.

Responding to the challenges ahead with ideas, imagination, forethought and well-founded planning will allow Brisbane to accommodate its future growth, and the related increases in activity and density, in ways that harness and sustain the unique qualities of its place, its climate and its legacy of historic spaces and buildings.

Thoughtfully managed, an integrated approach to the planning for the changes ahead will increase the sociability and cultural diversity of the city enlivened by the backgrounds and cultures of the many diverse communities and economic groups that are fundamental to our society. If all comes together well, Brisbane will deserve to be known as not just a liveable city – but as a loveable city.

The interdependency and catalytic potential between these 'city ideas' and the 'city mesh' is best demonstrated in nine areas of current activity and action.

Within these nine areas are a number of current and future city-making projects and programs that support housing, health and education initiatives, entertainment and lifestyle offers and commercial, research and manufacturing opportunities both large and small.



**AREAS FOR ACTION
LEGEND**

- Inner 5km zone
- Brisbane River and creeks
- Areas for action
- Villages
- Potential green bridge
- Open space network

NORTHERN INNER-CITY PROJECTS

AREAS FOR ACTION



1a. NORTHSHORE HAMILTON

The Northshore Hamilton site represents the largest inner-city renewal project in Australia and uniquely is largely controlled by government as a single land holding. The potential for this site to reposition the city is considerable and offers options for both sides of the river. A green river crossing to connect Northshore with Bulimba offers an alternative public transport opportunity which, with the proposed new cruise ship terminal near Pinkenba, can deliver significant infrastructure uplift and housing provision of considerable scale within the inner-city core area.

1b. BULIMBA NORTH

The landholdings with river frontage at Bulimba north are high amenity large format sites with potential for major mixed use/ industry / commercial uses over an extended river frontage. Consideration of these sites and their potential repositioning in the context of Northshore Hamilton when considered with potential river crossings/ connections represent significant lifestyle mixed use uplift and city image potential.



2a. MAYNE/ALBION PARK PRECINCT

The Mayne Railyards to Albion Park Raceway precinct is a substantial land area with high-amenity creek frontage potential. Land uses are considerably below long-term most appropriate use potential, though combined with riparian amenity and flood management considerations, the site precinct offers an opportunity for long-term city infill and open-space provision of scale and importance. The careful repositioning of these assets while ensuring connectivity across the precinct will be a long-term exercise, with integration potential into the Cross River Rail project and associated city building opportunities.







2b. ALBION STATION

Extensive landholdings by the State Government in the Albion Station precinct have attracted private enterprise interest for residential and commercial redevelopment in recent years. There is considerable amenity and uplift potential from these and adjoining landholdings with targeted expectations that can deliver significant public realm benefits and development yield for this high-amenity inner-city location.

KEY PLAN



LEGEND

-  Inner 5km zone
-  Brisbane River and creeks
-  Areas for action
-  Villages
-  Potential green bridge
-  Open space network



2c. NEWSTEAD HOUSE

The Newstead House site and associated parkland represent a forgotten aspect of the city's history and river-edge integration. Brisbane's oldest residence suffers from insufficient funding to maintain the fabric of the house and inadequate cultural promotion to reflect its importance as a place of importance in the history of the city. Repositioning of the site and its management is an important opportunity for the city.



3a. OLD MUSEUM/RNA SHOWGROUNDS

Remarkably, the early history of the city, despite being one of limited capital investment and momentum, delivered a suite of important heritage buildings. Most of these buildings have been repurposed at least once, with the second wave of adaptive reuse now commencing.

While Brisbane City Hall has undergone an important and highly successful transition, the Old Museum site has failed to attract the level of use and adaptive reuse options that could be attached to this highly significant site. The prospect of the Cross River Rail activation of the RNA site with the proposed new Exhibition

rail station immediately adjoining the museum, combined with the significant PDA designations in the precinct, would be greatly enhanced by the repurposing of this major heritage site. The provision of cultural assets for the city has reached a point where the long-term repositioning and capacity of QPAC is now limited by physical and heritage provisions. The Old Museum offers the provision of a new inner-city cultural facility, performing arts complex, theatre or gallery in a heritage setting with immediate access to new high-frequency rail services and a significantly enhanced local population base.

3b. VICTORIA PARK AND HERSTON QUARTER

Victoria Park was set aside for the long-term health and amenity benefits of the residents of the city in the mid 1800s and since that time has progressively been repurposed and diminished in amenity through land allocations for a wide range of infrastructure and sporting uses for both public and private users. The recent decision to repurpose a significant portion of the Royal Women's and Brisbane Hospital site through the Herston Quarter development brings renewed focus on the long-term opportunities contained within the Victoria Park curtilage. The long-term prospects of the golf course use will be

limited by both the change of patronage for golf and the pressures of inner-city living and the needs of the city to find additional open space provision to cater for higher populations and facilities for existing city institutions.



4a. BULIMBA

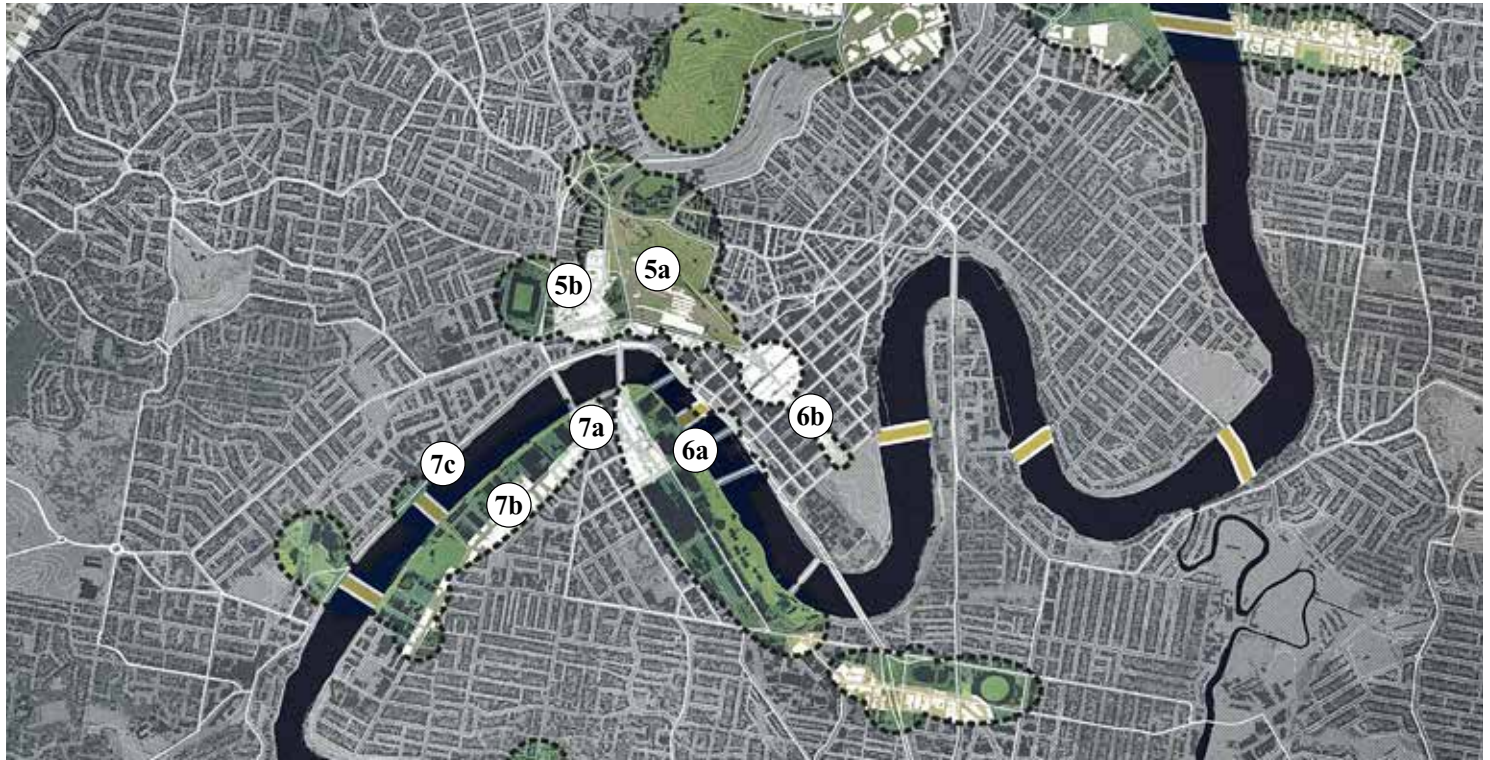
The suburb of Bulimba has long been a high-amenity peninsula with the curious mix of proximity and distance by road to the city centre. Extensive landholdings from defence and allied industrial sites offer considerable redevelopment potential. Connectivity of the peninsula through new green river crossings would bring a significant functional uplift for the whole city.

4b. NEWSTEAD GASWORKS

The suburbs of Newstead and Teneriffe have been gradually transforming since the early 1990s into a highly desirable residential and commercial area. Building on the successful adaptive reuse of the former industrial warehouses along the Brisbane River, renewal in the vicinity of the former Gasworks site is gradually reshaping this area into a high-quality living environment. Improved connectivity through a new pedestrian and cycle crossing to the Bulimba peninsula would bring significant functional uplift for the entire city.

CENTRAL INNER-CITY PROJECTS

AREAS FOR ACTION



5a. ROMA STREET PRECINCT

The Roma Street Precinct offers a major repositioning opportunity for the city that can deliver transformational city benefits leveraging off the Cross River Rail and Brisbane Metro projects. The first stage of Roma Street was effectively delivered almost twenty years ago with the establishment of the Roma Street Parklands on the site of the former railyards. The end of the useful commercial life of the Brisbane Transit Centre now offers a major inner-city redevelopment opportunity that should seamlessly integrate with the amenity benefits provided by the adjoining parklands. This significant site at the western edge of the CBD together with rethinking the surrounding road system to enable enhanced priority for pedestrian and cycle use offers a large-scale city-shaping project, with enhanced amenity to the river and the adjoining Petrie Terrace entertainment and Barracks precinct.

5b. VICTORIA BARRACKS PRECINCT

Adjoining the Roma Street Precinct is the heritage-listed Victoria Barracks site. This largely forgotten land holding has suffered considerable degradation resulting from storm damage some years ago and has been subject to sell-off and privatisation speculation for many years. The site has proximity and symbolic amenity of high value to a city that has little long-term historic fabric in a functional format close to the city. It adjoins new commercial precincts that have lifted the profile of the area and with a rationalisation of the Roma Street properties and associated transportation uplifts, presents an opportunity for diversity, heritage and open-space amenity on the western doorstep of the city.



6a. SOUTH BANK/VICTORIA BRIDGE/BRISBANE METRO PRECINCTS

The Victoria Bridge precinct is arguably the single most important and most complex urban design challenge in the city. The shortcomings of the precinct are a result of successive management regimes focusing only on functional problem-solving without a city-wide viewpoint. The result now culminates in a highly complex

and capital-intensive environment where ongoing failure to identify and address all issues will undermine a functional and acceptable solution for the large number of stakeholders with genuine interest in the site.

These include the transport systems vital for access to the city from the South East Busway, the interests of the proposed Metro system, the functional and image intensive role of the Queensland Performing Arts Centre and its associated carparking and forecourt amenities, now heritage listed. Limited functionality solutions can no longer address this site and its environs.







It is critical that Victoria Bridge continues to meet the basic requirements of pedestrian and cycling connectivity, comfort and safety between the CBD and West End. It is equally important that the city shaping and image functions are enhanced by seeking a pedestrian friendly at-grade public realm where the Cultural Centre forecourt and bus station meet. The city can no longer continue to ignore this issue by designing a sub-optimal focused solely on transport solution.

The complex governance requirements that come together on this site add an additional layer of challenge and a present case study in the need for an agreed single design solution for the site that takes into account the needs of all stakeholders.

KEY PLAN



LEGEND

-  Inner 5km zone
-  Brisbane River and creeks
-  Areas for action
-  Villages
-  Potential green bridge
-  Open space network



6B. ALBERT STREET PRECINCT

At the southern end of the CBD, almost a kilometre from Roma Street station, the Albert Street Precinct offers a major city repositioning opportunity that can equally deliver transformational city benefits leveraging off the amenity offered by the City Botanic Gardens, improved connectivity provided by Cross River Rail, and the Queen's Wharf redevelopment. There are a number of second and third generation redevelopment opportunities in close proximity to the proposed Albert Street rail station that can benefit off the improved accessibility offered by Cross River Rail.

Redevelopment should ensure that cross block pedestrian linkages are enhanced and access to the proposed rail station seamlessly integrated. The Royal on the Park is a significant site that offers a medium to long term large-scale city-shaping opportunity with enhanced amenity to the City Botanic Gardens.



7a. KURILPA/SOUTH BANK/WEST END

The Kurilpa/West End precinct currently houses a wide range of important city uses and a rapidly changing and developing mixed-use locality. Cultural, industrial, entertainment and residential uses intermingle with newly emerging high-density residential uses. Together they have the potential to grow with enhanced public realm and open-space provision into a vital and diverse inner-city locality with high employment generation prospects.

Connectivity and street-level amenity are significant challenges that require thoughtful and targeted responses to maximise the mixed-use opportunities that exist on these large landholdings. While many sites are still industrial, their lifespan is expected to be limited in the context of a rapidly expanding and evolving city.

Recent strategic review work undertaken by the Vision South Bank organisation has identified considerable uplift not only for Kurilpa but the role these major land holdings can play in positively contributing to the broader South Bank and West End communities. While there are many short term amenity challenges, the long-term support of scale and importance for the workings of the inner city are critical.

7b. MONTAGUE ROAD

Montague Road at South Bank and West End is changing. Traditional forms of industrial, commercial and residential uses are progressively transforming to new forms of commercial activity and high-density residential living. Montague Road has the potential to support this transformation by being one of Brisbane's grand boulevards – an active and public transport spine lined by large shade trees that celebrate Brisbane's subtropical climate. Improved connectivity of the peninsula through new green river crossings to Auchenflower and Milton would bring the opportunity for a significant connectivity uplift for the whole city.

7c. DRIFT SITE

One of the outcomes from the 2011 flood was the damage to the floating restaurant known as Drift moored on the Milton reach of the river. Six years after the flood, the wreck of the former restaurant remains a highly visible reminder of the power of the flood and equally of the legal complexities that surround impacts on sites such as this. It is time for a concentrated focus to be applied to this site to resolve the existing legal conflicts and reposition the asset in a renewed or new location.

SOUTHERN INNER-CITY PROJECTS

AREAS FOR ACTION



8a. THE UNIVERSITY OF QUEENSLAND

The University of Queensland site is a major landholding of considerable economic and open-space benefit to the city. The recent site master plan has identified important integration opportunities for the site. Some of these opportunities require careful review and execution to balance the university's important economic, educational and cultural contribution with the challenges of connectivity to this now inner-city site that has strong residential settlement patterns adjoining it. The site offers a major uplift in amenity for all parties with careful design and management including the careful placement of future green bridges.

8b. BOGGO ROAD AND RPA HEALTH PRECINCT

The Boggo Road gaol and surrounding sites on both sides of the rail corridor as well as the RPA campus have long term precinct contribution potential. This part of the rail and bus network offers significant interface and functional upgrade potential as well as strategically significant land holdings for new city institutional uses.

8c. YERONGA TAFE

The Yeronga TAFE site and surrounds contain significant state landholdings and offer important repositioning potential for these assets and integration into the network of primary educational institutions.



9. WOOLLOONGABBA PRECINCT

The Woolloongabba precinct of the Land Centre and Go Print site is a large landholding long earmarked for inner-urban amenity creation. The site is identified as the construction laydown and access site for Cross River Rail operations as well as potentially providing functional contribution to the Brisbane Metro project. The post construction site use will deliver a major landholding with new integrated rail and bus access adjoining major sports and health campuses. The site has significant redevelopment prospects and should be considered in the context of the other major site opportunities prior to the determination of the most contributory land uses for the site. Such uses may include a major new sports provision, education, health and open spaces, rather than the default solution of high-density residential.

KEY PLAN



LEGEND

- Inner 5km zone
- Brisbane River and creeks
- Areas for action
- Villages
- Potential green bridge
- Open space network



ADDITIONAL PROJECTS AND CONCEPTS FOR CONSIDERATION

1. TRANSPORTATION CONCEPTS

The specialist reports commissioned by this strategy have identified a series of site-specific projects that when viewed holistically have city-wide impacts of considerable power. A dialogue for the integration and analysis of these ideas in urban and city-making terms is lacking and requires focused consideration and discussion.

2. EFFECTIVE INTEGRATION OF COMMITTED MAJOR PROJECTS

Queen's Wharf, Howard Smith Wharves and the Herston Quarter projects are committed projects of scale and importance to the inner-city area. The critical location and scale of these projects will bring permanent changes to the functionality of the inner city.

The Queen's Wharf project in particular will significantly reposition a large portion of the existing CBD and its associated land uses of government offices to entertainment, tourism and residential uses. This significant change of land use will impact the whole CBD with the establishment of new patterns of use and access to a part of the city that has traditionally housed government services.

FUTURE GOVERNANCE: BUILDING BRIDGES

Cities and city regions are now the engine rooms of the modern global economy. Cities are the major drivers of national economic growth, and national progress is tied closely to the performance of their large metropolitan regions and their robust city centres.

As cities around the world reshape their economies to attract investment and retain the most talented people by encouraging high-quality living environments, it is imperative that our cities and regions are the best places they can be. For Brisbane to thrive and be successful in the 21st century, it is critical that it continues to support sustainable economic growth and encourage well-designed, equitable and liveable places. Global best practice analysis indicates that excellence in governance and cooperation are the core ingredients of highly successful cities. Cities that continue with fragmented governance structures exhibit lower levels of productivity and are less likely to attract new jobs and investment than their global rivals.

Cooperation, collaboration and good relationships between different levels of government, the business community and civic institutions assist cities to succeed. Such cities are more likely to attract workers and firms and the establishment of professional, economic and social networks will compel workers and businesses to remain. Cooperation across the political divide is an additional characteristic of successful cities – the ability to provide a consistent political direction beyond political cycles. In Portland, they call it ‘stickability’ of direction, where the urban agenda remains largely unchanged even as political leaders come and go.





It is at the metropolitan scale where issues pertaining to globalisation, economic competitiveness, social diversity and inequality most clearly converge.



Brisbane is unique in an Australian context, having a metropolitan-scale local government since 1925, with the power and strength to address many of the spatial and socio-economic challenges the city faces in an era where cities are competing with each other on an international scale for jobs and investment. Brisbane's metropolitan-scale government provides a competitive advantage of which other Australian and many international cities would be envious.

However, the Brisbane City Council's and the State Government's conflicting views on the city's future create sometimes duality for Brisbane's governance, and can slow or hamper the decision-making process.

For Brisbane to be the best city it can be, and in light of international best practice, it is critical that the city and the state collaboratively develop a common vision and supporting policy actions to secure a prosperous Brisbane that provides a place for all.

SHAPING FUTURE ARRANGEMENTS

An integral first step to understanding the opportunities for collaboration between the Queensland Government and Brisbane City Council is to look at the key governance considerations at program, place and project levels that could shape future accountabilities.

It would be premature to suggest a specific singular governance model to drive project development and delivery. The reality of the historical relationship between the State and Council – and the far-reaching implications of many of the potential directions contained in this independent vision – point to the need for sufficient time to review the recommendations.

Developing a shared understanding of the opportunities this independent vision presents across the fabric of the inner five kilometres and across key outcomes areas such as mobility, amenity, and the economy will only occur if the concepts and ideas seeded in this work are considered by governments on a without prejudice basis.

Another important driver of change relates to the need for better recognition and involvement of Traditional Owners in planning processes. Planning can play an important role integrating the rights, interests and aspirations of Traditional Owners by providing opportunities for recognition and meaningful involvement.

Queensland's *Planning Act 2016* is the first planning legislation in Australia to explicitly acknowledge the importance of valuing, protecting and promoting Aboriginal and Torres Strait Islander knowledge, culture and tradition.

ShapingSEQ, the South East Queensland Regional Plan 2017, acknowledges and recognises SEQ's Traditional Owners, who spiritually and sustainably managed the region's traditional landscapes for thousands of years. The plan proposes an SEQ Aboriginal and Torres Strait Islander Planning Forum to enhance the inclusion of Traditional Owner cultural knowledge and connection to Country in planning and related matters.

A POTENTIAL APPROACH

It is recommended that the Queensland Government and Brisbane City Council establish a joint taskforce to progress a review of this independent vision over the six-month period following its release. The membership of the taskforce should be drawn equally from the senior ranks of both organisations, with the individual officers to hold senior roles from across the key outcomes areas that this independent vision is seeking to achieve. These areas include transport and mobility, amenity and public realm quality as well as the city economy. Accordingly, it is suggested that the two parties agree to three senior members each.

It is also suggested that consideration be given to the appointment of a recognised industry expert in urban affairs as an independent chair of the joint taskforce to assist with bringing the two parties together and providing expert perspectives on the scope of matters to be considered.

The Queensland Government Architect should be retained to support the work of the joint taskforce as both a secretariat function and as a source of technical advice on this independent vision.

The joint taskforce's objectives will be to consider and report on the initiatives that are taken forward for implementation planning. It is anticipated that many of the initiatives contained in this independent vision will require more detailed economic, financial and commercial appraisal. They will also require further tests of strategic alignment. A clear sponsor will be needed for each initiative that is recommended for further refinement.

It is suggested that the joint taskforce should report to the Deputy Premier, given current portfolio accountabilities for Transport, Infrastructure and Planning, and the Lord Mayor, given that position's wide-ranging city responsibilities.

Also, given the scale of the initiatives outlined in this independent vision, it is anticipated that the Queensland Cabinet and the Brisbane City Council Civic Cabinet would consider the joint taskforce's findings.

In this way, the joint taskforce provides an effective mechanism for a considered and coordinated response across the two key government implementation partners.

The joint taskforce would need to examine:

- the key concepts outlined in this independent vision including:
 - the building of ten green bridges
 - establishing a green grid
 - integrating transport networks by linking communities across the Brisbane River
- the scope of each project or initiative and the outcomes sought
- the alignment of each project or initiative with existing strategies
- the current accountability for each project or initiative and its maturity
- key relationships and partnerships needed to support implementation
- complementarity of projects or initiatives, by considering interdependencies.

When providing its advice to government, the joint taskforce would need to look beyond the implications of each single initiative to the opportunities provided at an overarching program or city-wide level. This is vitally important as the governance model and relationships and accountability frame will be influenced by its sphere of influence and whether a project or initiative is in a 'development' or 'delivery' phase.

Ultimately, there are opportunities for the Queensland Government and Brisbane City Council to contemplate a future governance framework that would enable initiatives to be implemented as:

- placed-based, a mechanism that sits at a spatial level across the inner city
- program-based, a mechanism that sits at a theme level across the inner city (e.g. mobility).

Each of these models will trigger a variety of considerations regarding the depth and breadth of powers and functions required to develop and deliver the final suite of recommended initiatives. Decisions will need to be made on the extent to which the governance framework to support implementation requires a legislative underpinning (e.g. statutory foundations for specific purpose entity) versus a relationship foundation (e.g. collaborative coordination models).

An important part of the joint taskforce's work will be to consider the 'footprint' of this independent vision's key themes, projects and initiatives against current accountabilities, roles and functions of established governance bodies within the inner city, such as the Cross River Rail Delivery Authority, South Bank Corporation, and the Regional Harbour Master.

The joint taskforce could also undertake targeted consultation with institutional partners who could be affected by the initiatives outlined in this independent vision. The joint taskforce will need to identify these non-government partners. It is expected they would include asset owners such as universities and health institutions.

The focus of the joint taskforce is to provide a forum to consider the relative merits of this independent vision as a body of work and its component initiatives. It should provide an effective means to support collaborative decision-making and encourage the foundation for co-design models to drive future implementation.

This approach would demonstrate to industry and community that there is a maturity and robustness in the partnership between the State and Council. In doing so, it will instil confidence in potential future partners, including the Commonwealth, that there is an agreed strategy and mechanism to drive implementation. This approach would also demonstrate that strong relationships across the short-to medium-term can generate the long-term certainty, alignment and coordination required to deliver these transformational initiatives.

CONCLUSION: A WAY FORWARD

Brisbane needs to change the way it goes about the business of becoming the place it aspires to be. It has new world city aspirations, but Brisbane suffers from competing governance structures, inefficiently delivered core systems (including transport services), and underinvestment in fundamental city-building infrastructure such as river crossings. The Brisbane River is the city's image, identity, structural strength and playground, and yet it is undervalued and poorly integrated into essential city decision-making. The river has too many (dis)interested governance parties, none with a passionate understanding of, nor commitment to, the role the river should play in structuring the city form that lies latent within the boundaries of the inner five kilometres.



INTEGRATED GOVERNANCE

This is not simply 'city plan' or 'regional plan' domain, but one that champions integrated governance. Neither the city nor the state can deliver effective attitudinal and policy implementation individually. Good work and good ideas abound from both the city and the state, only to stumble at the point of integration due to bureaucratic or political processes. Almost 100 years ago, the amalgamation of numerous small councils reinforced the city as a single decision-making entity. However, in so doing, it diminished the core importance of the inner five kilometres in city-building terms. It also entrenched decision-making processes that are unable to capitalise on the joint interests of the city and the state in the 21st century. That needs to change.

LATENT POTENTIAL

Brisbane is a city with significant potential in both local and global competition terms. It has the benefit of locational proximity to its markets and significant liveability attributes. It can adapt itself and deliver platforms for high-quality job creation strategies. Size alone no longer determines performance; global relevance resides in the ability to be distinctive and unique. Brisbane has a physical form and internal attributes that could change positively with relatively low investment. Within an Australian context, Brisbane can become a more efficient and dynamic place for all components of city living.

REGIONAL BENEFITS

This is an egalitarian city, from its inner suburbs to the regional cities with which it connects. The whole SEQ region will benefit from renewed city governance and

integration across the inner-city footprint. The region is increasingly identified as a new place of influence in global terms; not just a Brisbane-focused region, but a high-functioning and diverse settlement of regional centres that have scale and substance. Brisbane within the SEQ region is a new place in post-war Australian terms. It has the potential to grow and maintain a flexible and pre-eminent position in the Asian and global economies. This is the place that can accommodate and support the rapidly changing demographic of the city and the technological strategies now emerging for new business models.

All these ideas can be delivered through connected governance that knits individual pockets of design thinking into a cohesive whole. Together, city and state can unlock the potential of Queensland's capital city, allowing Brisbane to become the place that all interested parties wish it to be.



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1. Inner Brisbane strategy: economy and demographic working paper (Economic Associates)
2. Ideas for future urban mobility (Corview and HASSELL)
3. Inner Brisbane electric bicycle report (Corview)
4. Inner city Brisbane strategy: urban design strategy (HASSELL)
5. Brisbane benchmarked: exploring its relative performance on global indices (The Hornery Institute)
6. Liveability: informing a vision for Brisbane's inner city – a focus on housing choice and affordability (The Hornery Institute)
7. 5 Kilometre inner Brisbane development strategy discussion paper: towards a cultural strategy (The Hornery Institute)
8. Sustainable. Smart. Brisbane. Provocations on what's next (Centre for Urban Innovation)
9. Disruptive strategy considerations (PWC)
10. The green grid: opportunities for Brisbane's inner city open space and public realm (Lat27)
11. The making of knowledge cities and knowledge precincts: an investigation into knowledge-based urban development in Brisbane – Part 1: Knowledge cities investigation (QUT)
12. The Making of Knowledge Cities and Knowledge Precincts: An investigation into knowledge-based urban development in Brisbane – Part 2: Knowledge precincts investigation (QUT)
13. Discussion paper on engineering aspects for case studies of pedestrian/cycling bridges over the Brisbane River (Gould Development Solutions)
14. Inner Brisbane Strategy: active transport network preliminary evaluation (Economic Associates)



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