

# CHAPTER TWO

## STRATEGIC CONTEXT



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#### CHAPTER SUMMARY AND CONCLUSIONS:

- Significant population growth in SEQ, coupled with economic and employment growth, underpins increasing demand for infrastructure and services.
- Around 80 per cent of population growth will be outside Brisbane, with more than 1.2 million new residents forecast to settle in areas such as the Gold Coast, Ipswich, Sunshine Coast, Moreton Bay and Logan. Conversely, much of the employment growth is expected to remain within Brisbane, which will accommodate around 45 per cent of total SEQ jobs growth between 2011 and 2041.
- This distribution of homes and jobs across SEQ reflects the desired strategic direction established by key plans and policies at all levels of government.
- SEQ's transport network must cater for increased demand to Brisbane's CBD by better linking outlying residential areas to the region's key employment hub. Employment growth in the CBD and inner city – and related economic spinoffs – depends on residents across the region being able to get to workplaces in a reliable and reasonable time, particularly during peak periods.
- SEQ's transport challenge cannot be met by building more roads that funnel more traffic into an already congested urban core. Limited scope exists to develop the road network into Brisbane's dense inner core and doing so would negatively impact the city's urban amenity, city-building and community and environmental outcomes.
- Better public transport offers the solution to SEQ's future transport needs. Public transport accessibility is a key driver of economic growth, jobs growth, lifestyle enhancements and urban regeneration.
- The rail system offers the greatest potential efficiency and capacity benefits of all public transport modes. A range of rail network optimisation initiatives have already been implemented however infrastructure will be needed to address the future capacity constraints in the inner-city rail network.

#### 2.1 Purpose and Overview of this Chapter

The purpose of this chapter is to provide an overview of the forecast economic drivers of demand impacting current and future transport service needs for the SEQ region. It also confirms the strategic need for transport infrastructure investment and its alignment with relevant government objectives and policies.

This chapter outlines:

- forecast economic growth of the Brisbane and wider SEQ region, including a focus on:
  - population growth and changes
  - current and future distribution of employment
  - future demand for transport.
- relevant federal, state and local government strategic policies



## 2.2 Demographics and demand

SEQ’s significant population growth, coupled with economic and employment growth, underpins increasing demand for infrastructure and services. This includes transport infrastructure, which provides the means for people to access jobs and services. Demand for travel is expected to grow in response to population growth and the associated increase in economic activity. These drivers of demand are discussed below.

### 2.2.1 Population

SEQ has experienced significant population growth over the last decade, from 2.7 million people in 2006 to approximately 3.2 million in 2016<sup>2,3</sup>.

The population of SEQ is forecast to continue growing rapidly, with an additional 1.45 million people expected between 2016 and 2036. Figure 2.1 presents these figures and shows a forecast annual average growth rate of 1.9 per cent. Around 80 per cent of the expected population growth to 2036 will be outside the Brisbane LGA. Almost 1.2 million new residents are forecast to settle in areas outside Brisbane, primarily in the Gold Coast, Ipswich, Sunshine Coast, Moreton Bay and Logan areas, between 2016 and 2036. This population growth (combined with expected growth in employment in the Brisbane LGA – see Section 2.2.2) is one of the principal factors driving increases in travel demand within SEQ.

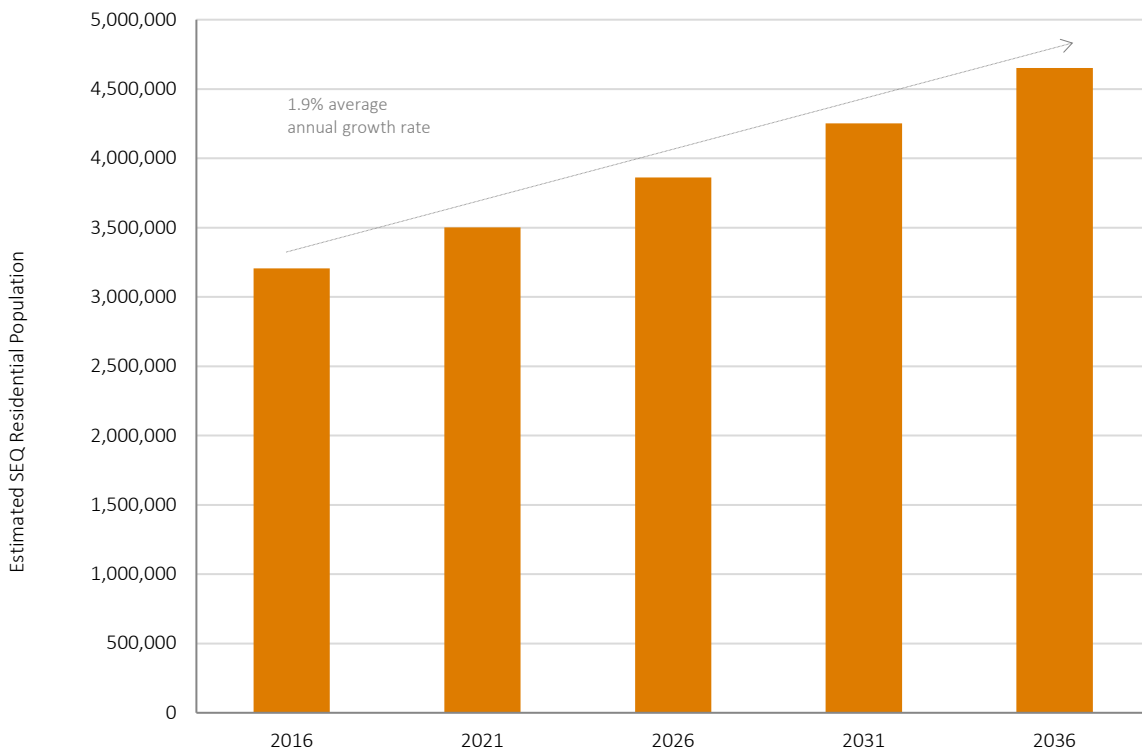


Figure 2.1: SEQ Population Projections<sup>4</sup>

<sup>2</sup> Queensland Government population projections

<sup>3</sup> References in Chapter 6: Project Benefits to population and employment forecasts are based on the geographic area covered by the CRR Project model (refined BSTM-MM) and may therefore differ to those described here. The BSTM-MM roughly covers the Brisbane metropolitan region.

<sup>4</sup> Queensland Government population projections



Population growth within the Brisbane LGA itself will compound the growth in transport demand resulting from population increases in surrounding areas. By 2036, around 257,000 additional people will live in the Brisbane LGA compared to 2016, increasing to around 1.4 million. The residential population of Brisbane's inner city is also expected to almost double in the next 20 years, with almost 64,000 additional people to reside in and around the CBD<sup>5</sup>. Further, the inner city is forecast to grow at an annual rate of 3.3 per cent between 2016 and 2036. A significant proportion of the growth in demand for travel is likely to be met by the public transport network<sup>6</sup>.

Providing frequent, high-quality public transport services to Brisbane's inner city and CBD from commuter catchments outside of Brisbane, as well as inner-city distribution services, will be critical to respond to and drive population growth across SEQ and economic growth in Queensland's primary activity centre.

### 2.2.2 Brisbane's Economy and Employment Growth

Brisbane's economy is projected to increase from a \$114 billion economy today to a \$217 billion economy by 2031, which will support approximately 1.5 million jobs<sup>7</sup>.

Accessibility from other suburbs and urban centres will be critical to supporting Brisbane's future growth and the CBD's function as a wealth creator for the region.

Reflecting its economic importance to Queensland and the nation, Brisbane currently provides around one third of Queensland's workforce.

Employment brings with it obvious economic benefits to the region, state and nation. However, it also results in more commuter trips from new residential areas to the inner city and CBD. While forecast population growth is strongest in areas outside Brisbane, much of the employment growth is expected to remain in Brisbane, which will accommodate around 45 per cent of total SEQ jobs growth. Employment forecasts indicate that the Brisbane LGA will grow by 458,200 jobs between 2011 and 2041 to a reach total employment of around 1.25 million. By 2041, approximately 30 per cent of the SEQ population will be in the Brisbane LGA but this area will host approximately 48 per cent of the region's jobs<sup>8</sup>.

As shown in Figure 2.2, this will lead to a significant increase in the number of people travelling from these outer areas into the Brisbane LGA for work. Around 37 per cent of the new jobs in the Brisbane LGA are expected to be located in the Brisbane CBD and inner-city frame, driving demand for improved capacity and performance of bus and rail services to inner Brisbane<sup>9</sup>.

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<sup>5</sup> Defined as Brisbane City (CBD), South Brisbane, Spring Hill, Fortitude Valley, West End, New Farm, Kangaroo Point and Highgate Hill.

<sup>6</sup> Census 2016

<sup>7</sup> Brisbane Economic Development Plan 2012–2031

<sup>8</sup> ShapingSEQ

<sup>9</sup> National Institute of Economic and Industry Research in conjunction with the Council of Mayors (SEQ) Economic and Employment Activity Forecasts



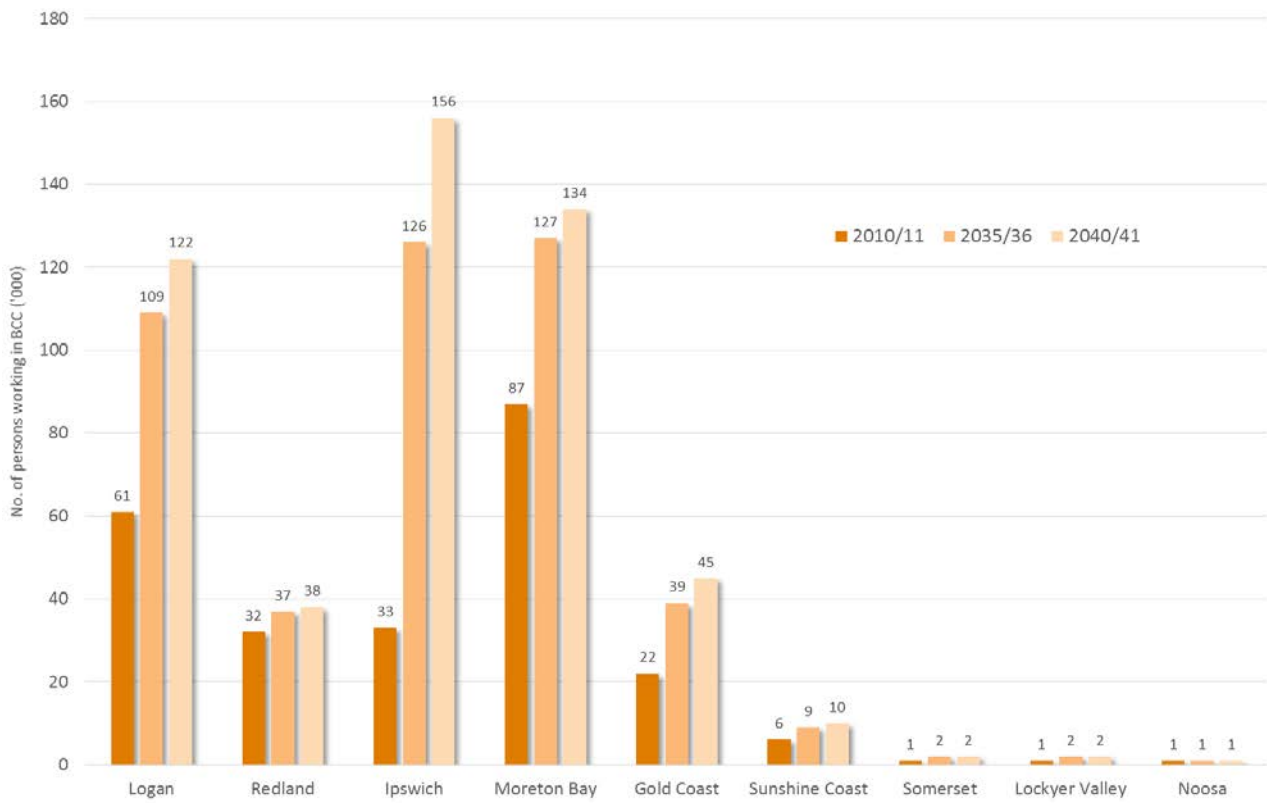


Figure 2.2: Persons Working in Brisbane City Council LGA by LGA of Residence (2011-2041) <sup>10</sup>

<sup>10</sup> Queensland Treasury and Trade Regional Projections



## 2.3 Strategic Policy Frameworks

The CRR Project supports a number of key federal, state and local government policies and frameworks, discussed in the following section.

### 2.3.1 Australian Government

#### 2.3.1.1 Australian Infrastructure Plan

The Australian Infrastructure Plan, released by Infrastructure Australia, provides a positive reform and investment roadmap for Australia. The plan sets out the infrastructure challenges and opportunities Australia faces over the next 15 years and the solutions required to drive productivity growth, maintain and enhance the nation's standard of living and ensure Australian cities remain world class.

The plan outlines a long-term strategy that lays the foundation for a more productive Australia. Key proposed reforms are summarised into the following:

- Productive cities, productive regions:
  - Productivity: Better utilise infrastructure networks and emerging technologies to improve productivity.
  - Population: Capitalise on the opportunities delivered by population growth in cities to enhance our economic prosperity and world-renowned liveability.
  - Connectivity: Deliver efficient infrastructure to connect people to jobs, goods to markets and Australia to the world.
  - Regional: Maximise opportunities for growth in productive regional economies and support sustainable regional communities.
- Efficient infrastructure markets:
  - Funding: Increase and sustain funding to deliver the infrastructure Australia requires.
  - Competitive markets: Complete, refine and create the world's most sophisticated infrastructure markets to deliver more efficient, customer-focused and cost-effective infrastructure services.
- Sustainable and equitable infrastructure:
  - Sustainability and resilience: Deliver infrastructure that is resilient to dynamic risks and supports a transition to a more sustainable economy.
  - Remote and Indigenous communities: Implement infrastructure solutions that are well-coordinated, make use of new technology and support broader reforms to make remote and Indigenous communities more resilient and sustainable.
- Better decisions and better delivery:
  - Governance: Establish a culture of infrastructure decision-making guided by long-term planning, rigorous evidence and transparent engagement with the community.
  - Best practice: Establish frameworks and use data to identify and drive improvements throughout the infrastructure lifecycle.



The Australian Infrastructure Plan indicates that Australia must upgrade its urban passenger transport networks so they are more integrated, have higher capacity and are able to meet the twin demands of population growth and rising expectations for service levels. At the same time, the structure, operation and use of these networks should be transformed to meet connectivity needs.

Infrastructure Australia has identified several proposals to extend the capacity of urban passenger rail networks as high priority initiatives. The CRR Project is included as a high priority public transport initiative on The Infrastructure Priority List (February 2016), contained in the Australian Infrastructure Plan.

### 2.3.1.2 State of Australian Cities

The State of Australian Cities 2014–2015 report analyses cities in relation to population, settlement, economy, human capital and infrastructure and transport. The report states that issues of space and the potential conflicts and usability of cities, long-term capacity of freight hubs and the movement of goods and people are key concerns for the continued growth of productive cities. Economic output of the major cities has grown, and as such, increasing demand is being placed on the transport network.

Australia's cities are now increasingly characterised by the significant spatial divide between areas of highly productive jobs and the areas of population-based services, reflected through the price premiums associated with houses that have better access to the city centre.

Dwelling stock in Australian cities has shown a shift towards construction of semi-detached and apartment dwellings. Detached dwellings have declined as a portion of all dwellings, while medium and high-density dwellings have increased slightly. While there is evidence that Australia's major cities are increasing in density because of the construction of higher-density apartment developments in inner-city locations, growth in the detached housing market in urban fringe locations remains strong. Urban fringe areas are, however, becoming more distant from many of the established employment, education and health opportunities.

Section 2.2 of this chapter outlines key demographic statistics including forecast population and employment growth across SEQ. The data shows that employment growth will be the highest in Brisbane, while population growth will be stronger in areas outside of Brisbane. This is driving increased demand for travel to Brisbane, particularly the inner city and CBD. The CRR Project is an important initiative to meet forecast demand for rail services and to relieve pressure on other modes.

### 2.3.1.3 Urban Transport Strategy

The Urban Transport Strategy (2013) identifies the following as key transport issues:

- integrating transport systems
- integrating long-term infrastructure planning and land-use planning
- the impact of urban transport systems on productivity
- the importance of urban access and equity, coherent and consistent funding and financing, consistent measurement and reporting of results.

The Australian Government has a strong interest in ensuring urban transport systems allow for productive national outcomes and that systems are planned in conjunction with land use. The strategy states that, while large infrastructure projects are not the only urban transport issue, they can be very influential on system performance and land use over time. Finding the right balance between private car use and public transport use is a key issue which impacts not only on travel but also on freight.



The CRR Project closely aligns with the objectives of the Urban Transport Strategy by providing a more efficient, resilient and integrated transport system. The CRR Project will help drive economic growth by improving accessibility and connectivity in the Brisbane region, Queensland's key economic and employment centre. It will also improve integration of transport and land-use outcomes, encourage more sustainable urban development through improved public transport connections and provide a stimulus to the Queensland economy during construction.

#### 2.3.1.4 Smart Cities Plan

The Smart Cities Plan sets out the Australian Government's vision for Australian cities and outlines three pillars for maximising their potential including Smart Investment, Smart Policy and Smart Technology as summarised below:

- We will become smarter investors in our cities' infrastructure:
  - prioritising projects that meet broader economic objectives
  - treating infrastructure as an investment wherever possible
  - getting involved early to ensure rigorous planning and business cases
  - increasing investment.
- We will coordinate and drive smarter city policy:
  - delivering 'City Deals'
  - leading regulatory reform
  - measuring success.
- We will drive the take-up of smart technology to improve the sustainability of our cities and drive innovation:
  - thinking of technology solutions first
  - leveraging open and real-time data
  - driving use of energy efficient technologies.

The Smart Cities Plan highlights the challenges facing cities of economic transition, jobs, housing and transport. Businesses have an incentive to locate in areas with access to the largest numbers of potential employees. Likewise, people have incentives to settle where they can access the greatest number of employment opportunities. As economic activity becomes more concentrated, demand for housing and land in nearby areas rises. To deal with rising prices, Australians have taken on relatively high levels of household debt, or moved to the outer suburbs, or both. With more people in outer suburbs, more people are travelling longer to get to work.

Congestion affects freight as well as passenger networks. While no city around the world has eliminated congestion, most world-class cities have invested in fast, efficient public transport systems to provide viable alternatives to passenger vehicles. Well-designed public transport networks including heavy and light rail, buses, ferries and integrated active transport are an efficient, convenient and environmentally friendly way of transporting large numbers of people within and between cities. Better accessibility needs a combination of demand management and investment in public transport, roads and active transport networks, including walking and cycling facilities.





The Smart Cities Plan outlines the concept of a 30-minute city where everyone can easily access the places they need to visit on a daily basis, wherever they live. It involves planning cities so residents can access employment, schools, shopping, services and recreational facilities within 30 minutes of home.

City Deals will be structured around nationally and locally informed objectives, with a focus on economic growth, jobs creation, housing affordability and environmental outcomes. Each City Deal will be unique; however, the foundational elements will include a defined geographical area, clear outcomes and actions, specific capital investment connected to reforms, clear governance arrangements, delivery timeframes and accountabilities and performance measurement.

The CRR Project aligns with the Smart Cities Plan by providing a more efficient and resilient transport system to improve accessibility and connectivity in Brisbane, Queensland's key economic and employment centre, and drive regional economic growth.

### 2.3.2 Queensland Government

#### 2.3.2.1 Queensland Government Objectives for the Community

The Queensland Government has four key objectives for the community. These objectives are underpinned by a commitment to integrity, accountability and consultation. These four objectives also include specific economic and social commitments relevant to the CRR Project:

- Creating jobs and a diversified economy:
  - increasing workforce participation
  - ensuring safe, productive and fair workplaces
  - stimulating economic growth and innovation
  - delivering new infrastructure and investment.
- Delivering quality frontline services:
  - providing responsive and integrated government services.
- Protecting the environment:
  - enabling responsible development.
- Building safe, caring and connected communities:
  - providing an integrated and reliable transport network
  - encouraging safer and inclusive communities.

#### 2.3.2.2 State Infrastructure Plan

The State Infrastructure Plan (SIP) was released in March 2016. It outlines a new strategic direction for the planning, investment and delivery of infrastructure in Queensland. The SIP sets out the Queensland Government's strategic direction for infrastructure by identifying what is required from infrastructure (objectives) and how these objectives can be best achieved (directions). These objectives and directions seek to address the high-level challenges Queensland will face over coming decades.



The four objectives that will guide infrastructure priorities are:

- improving prosperity and liveability
- infrastructure that leads and supports growth and productivity
- infrastructure that connects our communities and markets
- improving sustainability and resilience.

Queensland's infrastructure directions set out in the SIP are:

- finding the right solutions: better planning and assessment
- the most effective funding and financing options available
- the most efficient procurement: lower costs for business
- getting the most from what we have: better use of existing assets
- better engagement: understanding needs and setting expectations.

Specific to the transport infrastructure requirements in Queensland, the SIP outlines the strategic responses and priorities to the key objectives. This will enable Queensland Government departments and industry to align their activities in response to these priorities. The responses include the following:

- Focusing on maintenance and rehabilitation of existing infrastructure to reduce the long-term cost of repair and improve network resilience.
- Unlocking the potential of critical supply chains by identifying and improving the freight network.
- Seeking innovation and technology solutions to create a better performing and lower emissions transport system.
- Seeking public transport solutions including demand management to address the strong growth of SEQ.
- Digitally connected smart infrastructure to improve capacity, safety and security.
- Connecting regional communities with access to essential services and opportunities.

Of particular relevance to the CRR Project are responses relating to public transport solutions that address regional growth, unlocking and improving the freight network and solutions to create a better performing and lower emissions transport system.

The CRR Project is the Queensland Government's highest priority infrastructure project. It was included on the Queensland Government's list of priority infrastructure projects submitted to Infrastructure Australia in September 2015.

### 2.3.2.3 South East Queensland's Rail Horizon

Published in 2016, South East Queensland's Rail Horizon (SEQ's Rail Horizon) outlines the strategic priorities for the region's rail network, which include optimising the existing network, upgrading services and infrastructure and delivering critical new infrastructure. It identifies the key capacity challenges facing the rail network and solutions to address them. SEQ's Rail Horizon aligns with the Queensland Government's desired outcomes for the community and the objectives of the SIP.



SEQ's Rail Horizon responds to key challenges facing the SEQ rail network by identifying the key initiatives needed to unlock network capacity. The CRR Project will unlock the inner-city rail network, triggering a transformation of the regional transport system and providing a platform for regional growth, development and prosperity. The New Generation Rollingstock Project will increase the train fleet by 30 per cent to meet growing rail demand. A total of 75 six-car trains will be progressively rolled out over a number of years.

SEQ's Rail Horizon acknowledges the need to maintain, manage and optimise the current network to meet future growth and demand, while minimising investment in temporary measures and maximising investment in long-term solutions.

Network optimisation measures being investigated include new generation signalling, next generation ticketing, simplifying services, timetable improvements and station and platform management. The Queensland Government has funded the European Train Control System (ETCS) – Inner City Project, which will provide a more modern, reliable and safe system that allows more services, more often, through the network.

A range of other rail network optimisation initiatives have already been implemented including timetable improvements and measures to reduce train waiting times at CBD stations.

As part of the Next Generation Ticketing Project, investigations are underway for an easy-to-use automated fare collection system to replace the *go* card. In the future, longer trains will also be used on parts of the network to further boost capacity and provide more seats. This will contribute to the Queensland Government's vision for a modern, high-capacity rail system.

#### 2.3.2.4 Transport and Main Roads Strategic Plan

The Department of Transport and Main Roads Strategic Plan 2016-2020 (revised for 2017-18) (TMR Strategic Plan) presents a vision of 'creating a single integrated transport network accessible to everyone'. The plan shows the alignment between TMR's objectives and the Queensland Government's objectives for the community. The plan is also used as a blueprint for delivering on the government's commitments and a tool to guide business at all levels of the department.

Key objectives and strategies of the TMR Strategic plan include:

- Customer Focus: A customer-centric organisation that better meets the needs of our customers
- Innovation: An organisation that embraces change and adapts to external influences to minimise the impact of disruption
- Liveable Regions and Active Cities: A network that connects communities and contributes to Queensland's quality of life
- Building Prosperity: A network that advances economic prosperity across our cities and regions
- Sustainable Funding: Responsive finance and investment arrangements that deliver value for money
- Contemporary Workforce: A prepared and capable workforce that meets the future mobility needs of Queenslanders

The notion of a safe, reliable, integrated, accessible transport network has been a fundamental consideration for the CRR Project when identifying options for addressing inner-city transport network constraints.



#### 2.3.2.5 Queensland Rail Strategic Plan

The Queensland Rail Strategic Plan 2015–2019 (QR Strategic Plan) vision is ‘Connecting communities and communities connecting’. The QR Strategic Plan directly supports key Queensland Government objectives by optimising service delivery and costs to keep passenger fares low and rail access for freight affordable, underpinning Queensland’s economic growth and development.

The purpose of the QR Strategic Plan is to provide a safe, reliable, on-time, value-for-money and efficient rail service that benefits the community and supports industry. The key strategic objectives are:

- People: Improve safety outcomes and increase productivity.
- Progress: Optimise operational expenditure and target capital investment.
- Performance: Sustain operational performance.

Strategic risk and challenges outlined in the QR Strategic Plan of particular relevance to the CRR Project include:

- Safety of the network: Ensuring the safety of services and passengers always comes first and that rail operations and the community safely exist.
- Investment in asset renewals and network capacity: Ensuring sufficient infrastructure investment to maintain and grow the rail network.
- Growth in rail patronage and network utilisation: Ensuring growth in services and utilisation meets population and economic growth.

Strategic opportunities identified that are particularly relevant for the CRR Project include:

- providing more services, more often, through investment in new rollingstock and network capacity enhancements
- utilising technology to enhance the customer experience.

#### 2.3.2.6 Connecting SEQ 2031

Connecting SEQ 2031 (CSEQ) is the current regional transport plan guiding development of a sustainable transport system in SEQ. The document reinforces the planning framework outlined in the South East Queensland Regional Plan 2009–2031 (SEQRP). It adopts an integrated approach that considers land-use planning and the various modes of transport. CSEQ contains more than 150 strategic policies, actions and projects to develop a sustainable transport system in the region. CSEQ outlines six priorities for action:

- Creating compact and connected communities: Ensuring the transport system supports desired regional outcomes of the SEQRP.
- Changing travel behaviour: Making it easier for people to choose sustainable travel options.
- Improving transport system efficiency and safety: Using cost-effective measures to improve the efficiency, reliability and safety of the transport system.
- Supporting economic vitality: Ensuring the transport system supports economic development and growth.
- Protecting environmental quality and health: Ensuring the transport system protects the environment.



- Delivering an integrated transport network: Expand and upgrade the transport network to provide a complete and fully functional multimodal network.

CSEQ also has a strong focus on rail as the backbone of the future transport network due to its ability to efficiently move large numbers of people.

Various initiatives have been proposed to improve the rail network's capacity such as high-frequency services over extended peak periods and improved signalling and timetabling. Many of these have now been implemented. CSEQ recognises that infrastructure will be needed to address the future capacity constraints in the inner-city rail network.

TMR is currently preparing new regional transport plans across QLD to guide planning and development of the transport system to support regional goals. In SEQ, regional transport planning will be focused on building on strategies for network reform and optimisation as outlined in Connecting SEQ.

### 2.3.2.7 ShapingSEQ

ShapingSEQ: Draft South East Queensland Regional Plan (ShapingSEQ) is the new regional planning framework for SEQ. Currently released for consultation, ShapingSEQ will replace the existing regional plan, SEQRP, once finalised. It provides a framework for sustainably managing the region's growth over the next 25 years and sets a 50-year vision. It responds to anticipated changes in the region's population, both in demographics and size. The draft has been informed by significant consultation across government and with the community.

Five key themes underpin the 50-year vision for SEQ's future: Grow, Prosper, Connect, Sustain and Live. ShapingSEQ presents a long-term vision of a more sustainable, healthy and fair transport system and prioritises public and active transport. It focuses on making the most of existing systems and targeting strategic investment in new region-shaping infrastructure. Integrated land-use and infrastructure planning is also highlighted as fundamental to achieving community aspirations, economic growth and efficient and affordable infrastructure delivery.

ShapingSEQ identifies the CRR Project as essential to achieving the prosperity and connectivity outcomes detailed in the plan, as well as desired settlement patterns.

### 2.3.3 Joint Queensland and Local Government

#### 2.3.3.1 Connecting Brisbane

Jointly delivered by the Queensland Government and BCC, in conjunction with the Australian Government, Connecting Brisbane is a contemporary, holistic strategy for Brisbane's passenger transport system. It aims to set Brisbane up for the future by establishing a customer-friendly, efficient, integrated and reliable passenger transport system that promotes connectivity and offers a foundation for growth and innovation.

Connecting Brisbane highlights the need to transform the passenger transport system from a radial network – with buses and trains making long journeys into the city centre – to a high-frequency trunk network with local feeders. Fast, frequent, turn-up-and-go services are essential to achieving the transport vision for the future.

The CRR Project and Brisbane Metro are fundamental components of the Connecting Brisbane strategy. Together, the projects will help achieve key elements of the vision for the transport network for all levels of Government including:



- Creating an attractive customer experience where public transport becomes the preferred mode of travel.
- Providing an efficient, reliable and modern service and network which offers on-time services on a high-frequency trunk network (supported by appropriate feeders), responding to community needs.
- Connecting people, businesses and places through a system that provides a high level of access to major facilities, services and hubs in Brisbane.
- Establishing a foundation for growth and innovation through a cohesive network that is flexible enough to continue to grow and evolve in response to present and future needs.

The CRR Project and Brisbane Metro are seen as complementary projects, essential to creating a world-class passenger transport network for Brisbane – one that supports economic and employment growth, and sustainable development, both in the city centre and the broader region.

Connecting Brisbane has clearly articulated the complementary benefits of delivering both the CRR and Brisbane Metro projects. The estimated future demand for travel across SEQ described in both business cases are consistent, being derived using the same transport model (based on the Brisbane Strategic Transport Model) with similar assumptions. This includes key assumptions such as the Queensland Government's population and employment projections and forecast changes to out of pocket costs of travel such as public transport fares, parking charges and toll charges.

#### 2.3.4 Local Government

##### 2.3.4.1 Brisbane City Plan

The Brisbane City Plan 2014 (City Plan) commenced on 30 June 2014. The plan's strategic framework is based on a range of BCC and Queensland Government documents and plans, including:

- Brisbane Vision 2031
- The Draft Brisbane CityShape 2026
- Brisbane Economic Development Plan 2012-2031
- Brisbane's Unique Window of Opportunity
- SEQRP.

The key strategic outcome, contained in the City Plan, regarding the city's transport networks is that they provide efficient and reliable travel options for:

- workers to access jobs
- residents and visitors to access services
- business and industry to operate effectively and productively.

Part of the plan's strategic intent is for significant levels of new growth in Brisbane to be leveraged off public transport.

##### 2.3.4.2 Brisbane City Centre Master Plan

Published in 2014, the Brisbane City Centre Master Plan (BCCMP) outlines a five-year implementation plan containing priority projects to facilitate investment in Brisbane's city centre. The BCCMP is designed to



ensure planning and development within the city centre provides an attractive market for investment and that the city centre remains a competitive location on the world stage.

The BCCMP's transport strategy 'where people connect' states that public transport will be the best way to commute to the city centre and that investment will be made in high-capacity and high-frequency transit to keep the city growing strong. It also indicates Brisbane will boast an extensive intermodal network, new transit infrastructure and improved services to sustain continued growth and prosperity. Investment in underground transit will reduce impacts on city streets and improve amenity for pedestrians and business. The BCCMP identified 'going underground', through projects such as the CRR Project, and the CityGlider buses as vital to ensuring 'convenient, comfortable and hassle-free' journeys to the city centre.

The BCCMP proposes transforming key CBD streets into city boulevards – vital public spaces for dining, shopping and events – as well as conduits for movement. Under the plan, Albert Street will become a subtropical corridor, with unique public spaces, outdoor dining, public activities, pop-up events and space for pedestrians and active transport. Functioning as a green, vegetated spine through the CBD, it will support the city's outdoor lifestyle and connect city streets and gardens. The progressive revitalisation of Albert Street (block by block as opportunities arise) will formalise it as a key north-south pedestrian link between Roma Street Parklands and the City Botanic Gardens and support the prosperity of the Queen Street Mall. Achieving the vision for Albert Street involves both short and long-term initiatives that deliver on the economic and public realm potential of the street. The CRR Roma Street and Albert Street Stations complement the BCCMP by supporting the revitalisation of Albert Street, which is a priority BCC project.

#### 2.3.4.3 Brisbane Vision 2031

Brisbane Vision 2031 (Brisbane Vision) is BCC's long-term community plan for the city. Published in 2013, it details the aspirations for the city's future and outlines ideas for achieving the vision. The first theme of the vision, 'Our accessible, connected city', is particularly relevant to addressing inner-city public transport constraints. It includes the following aims:

- Brisbane is an accessible city for everyone. Residents, workers, students, visitors and business people can move easily throughout the city.
- Public transport and active transport networks provide safe, efficient, fast and reliable travel options throughout the city. These networks help deliver economic benefits to Brisbane and support our growing community and changing economy.
- There is equitable access to high-quality, interconnected public transport services that move through Brisbane. These services are affordable, offer good customer service and are frequent, reliable and safe.

#### 2.3.4.4 Brisbane Economic Development Plan

The Brisbane Economic Development Plan 2012–2031 (BEDP) indicates that significant capacity building will be required across all sectors to meet the growth opportunities ahead, including expanding transport infrastructure and improving public transport services, particularly those that serve commercial and industrial precincts.

The BEDP notes that business precincts across the inner city must be linked by good public transport networks for corporate businesses to enjoy efficient connectivity and associated agglomeration benefits. Sustainable development along the corridor and at station precincts will drive economic growth.

The plan indicates that moving people efficiently into inner-city employment hubs from across the region, particularly from areas beyond Brisbane as SEQ grows, will be critical to future economic growth.



### 2.3.4.5 Brisbane Long Term Infrastructure Plan

The Brisbane Long Term Infrastructure Plan 2012–2031 (BLTIP) is intended to guide the prioritisation and alignment of Brisbane’s infrastructure as the city grows. It acts as a reference for other levels of government and the private sector. The key objectives of the plan include:

- Grow the economy: Road and public transport networks provide efficient and reliable travel options for workers to access jobs, residents and visitors to access services, and business and industry to operate effectively and productively.
- Build the community: The transport network delivers people to their desired destination.

The CRR Project is identified as a proposed major public transport project in the plan. The plan states that short-term investments in modern rail signalling and high-quality, real-time passenger information may be necessary to manage the growth in public transport demand in the interim (depending on preferred projects and construction timeframes).

### 2.3.4.6 Council of Mayors

The Council of Mayors (SEQ) produced several documents that consider the role of public transport in SEQ’s economic prosperity. These include:

- Shared Future Report: Collaborative Opportunities for South East Queensland (Shared Future Report) – which highlights that SEQ generates one fifth of Australia’s economic growth. With a high projected population growth, SEQ faces the challenge of planning for, and delivering, the infrastructure and services needed to improve productivity, reduce cost of living pressures and maintain liveability.
- Public Transport in SEQ (2012) – which considers innovation and value-for-money options for regional public transport investment. The report indicates that meeting the needs of a growing region within a financially constrained fiscal environment is a key challenge.
- Getting SEQ Moving: 2011–2012 – which highlights the pressure SEQ is under due to population growth, increasing private vehicle use and growing freight movements, resulting in peak-hour traffic congestion and overcrowding of passenger transport services.

### 2.3.5 Summary of Strategic Policies

Table 2.1 summarises these key government policies and frameworks and their strategic alignment with the CRR Project.

POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
<b>AUSTRALIAN GOVERNMENT</b>	
Australian Infrastructure Plan	<p>The CRR Project is specifically mentioned in the ‘Connectivity’ section of the Australian Infrastructure Plan. This plan indicates that Australia must upgrade its urban passenger transport networks so that they are more integrated, have higher capacity and are able to meet the twin demands of population growth and rising expectations for service levels. At the same time, the structure, operation and use of these networks should be transformed to meet connectivity needs.</p> <p>Infrastructure Australia has identified several proposals to extend the capacity of urban passenger rail networks as high-priority initiatives. The CRR Project is included as a high priority public transport initiative on The Infrastructure Priority List (February 2016), contained in the Australian Infrastructure Plan.</p>





POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
State of Australian Cities	<p>This report discusses the overarching demand for public transport. It points out that as Australia’s urban economies have transitioned, and more jobs are now located in city centres, patronage on public transport has grown significantly.</p> <p>In the past decade, the rate of average annual growth of public transport patronage (2.4 per cent) surpassed the rate of population growth in capital cities (1.8 per cent). Furthermore, demand for heavy rail is continuing to increase and, as such, a strategy to address the demand on the heavy rail network is required.</p>
Urban Transport Strategy	<p>The CRR Project aligns closely with the objectives of this strategy by providing a more efficient, resilient and integrated transport system. The CRR Project will help drive economic growth by improving accessibility and connectivity in the Brisbane region, Queensland’s key economic and employment centre.</p> <p>The CRR Project will improve integration of transport and land-use outcomes and encourage more sustainable urban development through improved public transport connections, specifically, between the areas where people will live and the places where they will work. It will also stimulate the Queensland economy during construction.</p>
Smart Cities Plan	<p>The CRR Project aligns with this plan as it will provide a more efficient and resilient transport system to improve accessibility and connectivity in Brisbane, Queensland’s key economic and employment centre, and drive regional economic growth.</p>

**QUEENSLAND GOVERNMENT**

Queensland Government Objectives	<p>The Queensland Government has four key objectives for the community that are underpinned by a commitment to integrity, accountability and consultation. These are:</p> <ul style="list-style-type: none"> <li>▪ creating jobs and a diversified economy</li> <li>▪ delivering quality frontline services</li> <li>▪ protecting the environment</li> <li>▪ building safe, caring and connected communities.</li> </ul> <p>The CRR Project closely aligns with these objectives as it will unlock the inner-city public transport network, stimulate economic growth through increased network capacity and deliver safe and optimised rail services.</p>
State Infrastructure Plan	<p>The CRR Project not only supports the key objectives of the SIP but also addresses the following key transport responses contained in the SIP:</p> <ul style="list-style-type: none"> <li>▪ Focusing on maintenance and rehabilitation of existing infrastructure to reduce the long-term cost of repair and improve network resilience.</li> <li>▪ Seeking innovation and technology solutions to create a better performing and lower emissions transport system.</li> <li>▪ Seeking public transport solutions including demand management to address the strong growth of SEQ.</li> <li>▪ Digitally connected smart infrastructure to improve capacity, safety and security.</li> <li>▪ Connecting regional communities with access to essential services and opportunities.</li> </ul> <p>The CRR Project is the Queensland Government’s highest priority infrastructure project and was included on the Queensland Government’s list of priority infrastructure projects submitted to Infrastructure Australia in September 2015.</p>



POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
SEQ’s Rail Horizon	<p>SEQ’s Rail Horizon addresses the CRR Project at length. It highlights the CRR Project’s potential to unlock the inner-city rail network, triggering a transformation of the regional transport network and providing a platform for regional growth, development and prosperity.</p> <p>Recent investigations confirmed the value of a rail-only solution – rather than a bus and rail transport solution – for the inner city. The Queensland Government supports the CRR Project as the preferred rail solution with opportunity for further bus network optimisation enabled by the CRR Project.</p> <p>The report notes that ETCS is the preferred new signalling technology for the SEQ rail network and that ETCS Level 2 will be implemented on the inner-city network. In the future, nine-car trains will also operate on some parts of the rail network. Longer trains, coupled with a new signalling system, will contribute to the vision of a modern, high-capacity rail system.</p> <p>SEQ’s Rail Horizon acknowledges the need to maintain, manage and optimise the current network to meet future growth and demand, while minimising investment in temporary measures and maximising investment in long-term solutions.</p>
Transport and Main Roads Strategic Plan	<p>The vision articulated by this plan is ‘Creating a single integrated transport network accessible to everyone’. One of the key opportunities identified is for ‘Liveable regions and active cities: Deliver a single integrated transport network that promotes prosperity in our cities and regions.’</p> <p>The CRR Project aligns with the key objectives of the TMR Strategic Plan. It also closely aligns with the key opportunities and challenges including keeping pace with technological change, keeping pace with customer and stakeholder expectations and ensuring regions and cities remain prosperous.</p> <p>The CRR Project will improve accessibility, utilisation and service quality of the existing SEQ rail network and reduce congestion on the broader transport network.</p>
Queensland Rail Strategic Plan	<p>Strategic risks and challenges outlined in the QR Strategic Plan of particular relevance to the CRR Project include:</p> <ul style="list-style-type: none"> <li>▪ Safety of the network: Ensuring the safety of services and passengers always comes first and that rail operations and the community safely exist.</li> <li>▪ Investment in asset renewals and network capacity: Ensuring sufficient infrastructure investment to maintain and grow the rail network.</li> <li>▪ Growth in rail patronage and network utilisation: Ensuring growth in services and utilisation meets population and economic growth.</li> </ul> <p>Strategic opportunities of particular relevance to the CRR Project include providing more services, more often, through investment in new rollingstock and network capacity enhancements and utilising technology to enhance the customer service.</p>



POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
Connecting SEQ 2031	<p>CSEQ provides specific detail on the rail network’s critical function in SEQ and the need for initiatives to improve the rail network’s capacity.</p> <p>The plan outlines six priorities for action:</p> <ul style="list-style-type: none"> <li>▪ creating compact and connected communities</li> <li>▪ changing travel behaviour</li> <li>▪ improving transport system efficiency and safety</li> <li>▪ supporting economic vitality</li> <li>▪ protecting environmental quality and health</li> <li>▪ delivering an integrated transport network.</li> </ul> <p>CSEQ also has a strong focus on rail as the backbone of the future transport network due to its ability to efficiently move large numbers of people.</p>
ShapingSEQ	<p>ShapingSEQ presents a vision of a connected, prosperous region, where residents enjoy greater choice in how they move around, more trips are made by public transport and transport investments enable a more compact urban form. It discusses the long-term challenge of changing the region’s transport priorities to achieve a more sustainable, healthy and fair transport system, one that prioritises public and active transport.</p> <p>ShapingSEQ identifies the CRR Project as essential to achieving the prosperity and connectivity outcomes detailed in the plan, as well as desired settlement patterns.</p>

**JOINT QUEENSLAND AND LOCAL GOVERNMENT**

Connecting Brisbane	<p>Connecting Brisbane is a strategy to evolve Brisbane’s passenger transport system into a customer-friendly, efficient, integrated and reliable system. Connecting Brisbane highlights the need to transform the passenger transport system from a radial network into a turn-up-and go, high-frequency trunk network with feeders.</p> <p>The CRR Project and Brisbane Metro are seen as complementary projects, essential to creating a world-class passenger transport network for Brisbane – one that supports economic and employment growth, and sustainable development, both in the city centre and the broader region.</p>
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**LOCAL GOVERNMENT**

Brisbane City Plan	<p>The CRR Project aligns with the City Plan’s overall strategic intent as it supports significant quantities of new growth in Brisbane being built on the principles of transit-oriented development and leveraged of public transport.</p> <p>The following key strategic transport objectives are reflected in the City Plan:</p> <ul style="list-style-type: none"> <li>▪ Brisbane having a safe and efficient public transport network.</li> <li>▪ Public transport is the preferred mode of travel to the city centre and the city’s major centres and provides a high level of access to all facilities and services in Brisbane, reducing the need to use a car.</li> </ul> <p>The CRR Project will better integrate transport modes and support connections between sustainable land use and transport infrastructure to strengthen the economy.</p>
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POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
Brisbane City Centre Master Plan	<p>The CRR Project aligns with the following key strategic transport objectives contained in the BCCMP:</p> <ul style="list-style-type: none"> <li>▪ A first-class transit network that will provide convenient, high-frequency connections between major employment centres, health, knowledge and education precincts, the airport and cultural destinations.</li> <li>▪ New transit infrastructure and improved services that will sustain the continued growth and prosperity of the city centre.</li> <li>▪ Increasing capacity for additional rail services through peak service timetabling and signalling improvements and reduced conflicts during peak hours.</li> </ul> <p>The BCCMP identified ‘going underground’, through projects such as the CRR Project as vital to ensuring convenient, comfortable and hassle-free journeys to the city centre.</p> <p>The CRR Roma Street and Albert Street Stations, in particular, complement the BCCMP and its vision for a green spine from Roma Street Parklands, down Albert Street to the City Botanic Gardens.</p>
Brisbane Vision 2031	<p>The CRR Project aligns with the following key aspirations in Brisbane Vision 2031 including:</p> <ul style="list-style-type: none"> <li>▪ Road, public transport and active transport networks provide safe, efficient, fast and reliable travel options throughout the city. These networks help deliver economic benefits to Brisbane and support our growing community and changing economy.</li> <li>▪ Brisbane has planned its development and infrastructure so that it is easy to get from the places we live to where we work, study, shop, meet and play.</li> <li>▪ Planning and development in our city prepares effectively for population, employment growth and demographic change, with efficient use of new and existing infrastructure and public assets.</li> </ul> <p>The CRR Project will increase the cross-river capacity of the public transport system and boost inner-city public transport, reshaping the network to cater for Brisbane’s growing and changing travel demands.</p>
Brisbane Economic Development Plan	<p>The CRR Project closely aligns to the following priority actions in the BEDP:</p> <ul style="list-style-type: none"> <li>▪ BCC and TransLink to continue to improve public transport connectivity between economic precincts.</li> <li>▪ Special attention to ensuring the inner city/CBD maintains competitiveness and provides for economic growth.</li> </ul> <p>The CRR Project will strengthen the region’s economic development through improved connectivity and accessibility to employment growth areas in the Brisbane region and population growth areas.</p>
Brisbane Long Term Infrastructure Plan	<p>The CRR Project is identified as a proposed major public transport project in the BLTIP. The plan states that short-term improvements in modern rail signalling systems and high-quality, real-time passenger information may be necessary to manage the growth in public transport demand in the interim.</p>
Shared Future Report	<p>One of the report’s key recommendations is to focus on the backbone of the transport system, the priorities being public transport, freight and road infrastructure. The report outlines a range of significant projects, some of which are currently being delivered or are under evaluation.</p>



POLICY/INITIATIVE	CROSS RIVER RAIL PROJECT ALIGNMENT
Public Transport in SEQ	This report proposes removing the Cleveland and Ferny Grove rail lines from the network and reintroducing them as independent lines. This solution also requires fast-tracking a supporting light rail or metro system. Key barriers to the Cleveland Solution include cost, property impacts, significant CBD construction impacts, network crossover impacts and forced transfers. Also, the new line would only serve the western edge of the CBD and the additional catchment is minimal.
Getting SEQ Moving	This report highlights the importance of growing Queensland’s infrastructure and services in line with population and economic growth. It acknowledges that government must continue to invest in the SEQ rail network to meet the objectives of the SEQRP and to address the inner-city transport bottleneck. It highlights the importance of considering the rail network holistically.

**Table 2.1: Strategic Policies and Project Alignment**

