



Albert Street

Cross River Rail Priority Development Area
Proposed Development Scheme
September 2019

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1. Introduction

1.1 *Economic Development Act 2012*

The *Economic Development Act 2012* (the ED Act)¹ establishes the Minister for Economic Development Queensland (MEDQ) as a corporation sole to exercise the functions and powers of the ED Act.

The main purpose of the ED Act² is to facilitate economic development and development for community purposes, in the state. The ED Act³ seeks to achieve this by establishing the MEDQ and providing for a streamlined planning and development framework for particular parts of the state declared as priority development areas (PDAs).

1.2 Priority Development Area description

The Albert Street Cross River Rail Priority Development Area (PDA) was declared by regulation⁴ on 14 December 2018.

The Albert Street Cross River Rail PDA, identified by Map 1, is approximately 3,858m² in area and is located within Brisbane's city centre. The PDA comprises two core land areas associated with the Albert Street Cross River Rail station and separated by the Albert Street road reserve. Each of the core land areas also have frontage to Mary Street.

¹ See section 8 of the ED Act.

² See section 3 of the ED Act.

³ See section 4 of the ED Act.

⁴ See section 37 of the ED Act.

Map 1: Albert Street Cross River Rail PDA boundary



This map is for illustration purposes and is not to scale.

1.3 Strategic context

1.3.1 The Cross River Rail project

Cross River Rail is a 10.2 kilometre rail line from Dutton Park to Bowen Hills, which includes 5.9 kilometres of tunnel under the Brisbane River and city centre. The project has been designed to alleviate constraints at the core of the rail network, so it can grow and evolve to benefit communities across the region.

On 26 March 2010, the Coordinator-General declared the Cross River Rail Project a significant project for which an Environmental Impact Statement (EIS) is required under the *State Development and Public Works Organisation Act 1971* (SDPWO Act). Following an evaluation of the EIS by the Coordinator-General, the Cross River Rail Project was approved with conditions on 20 December 2012. The Coordinator-General has subsequently evaluated project changes.

The *Cross River Rail Delivery Authority Act 2016* establishes the Cross River Rail Delivery Authority (CRRDA). The functions of the CRRDA includes to plan, carry out, promote or coordinate activities to facilitate economic development, and development for community purposes, in a Cross River Rail PDA. A Cross River Rail PDA is defined as a PDA declared under the ED Act for proposed development for the Cross River Rail Project or a part of the project.

1.3.2 Focus of the new Albert Street CRR PDA

The Albert Street Cross River Rail PDA development scheme has been prepared to regulate particular development in the PDA that directly interfaces with the Albert Street Cross River Rail station which is the first city centre station to be delivered in more than 120 years. Development in the PDA could result in various scales of development ranging from a public plaza with small-scale retail, to street buildings that contain retail and commercial uses, and potentially towers above. Depending on the specific outcome, some works may be regulated through the EIS process under the SDPWO Act and others by this development scheme.

Brisbane City Council's Albert Street Vision, creating the 'green spine'⁵, has also been considered and refined to address the increase in pedestrian activity within the vicinity of the Albert Street Cross River Rail station. Brisbane City Council and the CRRDA have prepared the Albert Street Station and Green Spine Overlay⁶ as guidance material to assist with the interpretation of the Albert Street Vision, creating the 'green spine' in this location.

The Albert Street Cross River Rail Station is proximate to Queensland University of Technology's Gardens Point campus, the Queensland Parliament House, the City Botanic Gardens, Queens Wharf Brisbane, the Queen Street Mall, and Eagle Street business and commercial precinct (refer Map 2). Albert Street and Mary Street form two important city centre movement corridors that connect these destinations to the station.

⁵ For further guidance refer to Brisbane City Council's Albert Street Vision, creating the 'green spine' (August 2015) available at https://www.brisbane.qld.gov.au/sites/default/files/20150807_-_albert_street_master_plan_-_aug_2015.pdf.

⁶ For further guidance refer to Cross River Rail Albert Street Station & Green Spine Overlay, 21 August 2018 available at www.crossriversrail.qld.gov.au.

Map 2: Albert Street Cross River Rail Priority Development Area Context Map



This map is for illustration purposes and is not to scale.

1.4 Application of the development scheme

The Albert Street Cross River Rail PDA Development Scheme (the development scheme) is applicable to development on land⁷ within the boundaries of the Albert Street Cross River Rail PDA (refer Map 1).

From the date of approval under a regulation, the development scheme replaces the Albert Street Cross River Rail PDA interim land use plan which commenced upon declaration.

1.5 Content of the development scheme

The development scheme consists of the following:

1. a land use plan that regulates development in the PDA (section 2);
2. an infrastructure plan that describes infrastructure required to support achievement of the land use plan and states applicable infrastructure charges (section 3); and
3. an implementation strategy that describes objectives and actions that complement the land use plan and infrastructure plan to achieve the main purpose of the ED Act (section 4).

1.6 Acknowledgements

The development scheme was prepared under delegation by the Cross River Rail Delivery Authority in collaboration with Economic Development Queensland, State agencies, Brisbane City Council and other key stakeholders.

⁷ See section 47A of the Acts Interpretation Act 1954.

2. Land use plan

2.1 Components of the land use plan - Hierarchy of provisions

Figure 1: Components of the land use plan - Hierarchy of provisions



2.1.1 Vision

The vision (section 2.3) establishes the overall outcomes to be achieved in the PDA, that:

1. seek to achieve the purpose of the ED Act for the PDA; and
2. provide the basis for the PDA development requirements.

2.1.2 PDA development requirements

The PDA development requirements apply to all PDA assessable development and incorporates:

1. PDA-wide criteria (section 2.4).

2.1.3 Schedules

Schedule 1 identifies PDA accepted development.

Schedule 2 identifies maximum car parking rates, that if exceeded, trigger a requirement for public notification of a PDA development application.

Schedule 3 defines terms used in the development scheme.

Schedule 4 identified PDA-associated development.

2.1.4 Guidance material

Guidance material includes EDQ guidelines and any other document or guideline that is referenced in the development scheme.

⁸ Refer to State government guidelines available at www.dsdmip.qld.gov.au. Guidelines should be read in conjunction with the land use plan, infrastructure plan and implementation strategy and any other document or guideline called up by the development scheme.

2.2 Development assessment

2.2.1 Interpretation

The interpretation of terms and definitions will rely on:

1. Section 33 of the ED Act which defines development; and
2. Schedule 3 of this development scheme which provides the definitions required to interpret and apply the development scheme with reference to the ED Act and the *Brisbane City Council City Plan 2014* (City Plan 2014).

2.2.2 PDA development applications

To the extent the land use plan (section 2), infrastructure plan (section 3), implementation strategy (section 4) and the guidance material are relevant, they are to be taken into account in the preparation of a PDA development application and the assessment of the application by the MEDQ⁹.

Development proponents are encouraged to hold pre-application discussions with the MEDQ to obtain feedback and advice on compliance with the development scheme to expedite the PDA development application assessment process and timeframes.

2.2.3 Types of development

PDA accepted development

Column 1 in table 2 identifies PDA accepted development and includes Schedule 1.

PDA assessable development¹⁰

Column 2A in table 2 identifies PDA assessable development that is permissible development.

Column 2B in table 2 identifies PDA assessable development that is prohibited development under the development scheme.

2.2.4 Development consistent with the land use plan

PDA assessable development is consistent with the land use plan if it is consistent with all outcomes of the relevant PDA development requirements¹¹.

However, development that is inconsistent with any of the outcomes of the relevant PDA development requirements may be consistent with the land use plan if:

1. the development is an interim use¹², or
2. there are sufficient grounds to justify the approval of the development despite any inconsistency with any of the outcomes of the relevant PDA development requirements.

In this section 'grounds' means matters of public interest which include the matters specified as the main purposes of the ED Act as well as:

1. superior design outcomes¹³; and
2. overwhelming community need.

'Grounds' does not include the personal circumstances of an applicant, owner or interested third party.

Development that is inconsistent with the land use plan cannot be granted a PDA development approval¹⁴.

⁹ The MEDQ may delegate certain functions and powers under section 169 of the Act. Development assessment powers have been delegated by the MEDQ to the Cross River Rail Delivery Authority.

¹⁰ Under section 73 of the ED Act, PDA assessable development cannot be carried out without a PDA development permit.

¹¹ For further guidance refer to the hierarchy of provisions described under section 2.1.

¹² Refer to section 2.2.10.

¹³ An urban design review panel, see implementation strategy (section 4), will provide guidance on the assessment and acceptance of superior design outcomes.

¹⁴ See section 86 of the ED Act.

2.2.5 Plans of development

A plan of development (PoD)¹⁵ may:

1. accompany a PDA development application for a material change of use or reconfiguring a lot; or
2. consider any proposed use, and any associated building work or operational work; or
3. form part of a PDA development approval.

Schedule 1 identifies development consistent with an approved PoD as PDA accepted development.

2.2.6 Notice of applications

A PDA development application will require public notice if the development:

1. is for a material change of use involving new premises or existing premises with an increase in gross floor area where:
 - a. a residential tower with a Tower site cover greater than 45%; or
 - b. non-residential tower with a Tower site cover greater than 50%; or
 - c. the car parking rates outlined in Schedule 2 are exceeded.
2. is for a material change of use that is not a preferred land use (refer table 1); or
3. may, in the opinion of the MEDQ:
 - a. have adverse impacts on the amenity or development potential of adjoining land; or
 - b. is for a use or of a size or nature which warrants public notice.

Under section 84(1)(c) of the ED Act, notice of application may be required for an application for PDA-associated development.

2.2.7 State interests

Relevant matters of State interest have been considered in the preparation of this development scheme and will be considered further as part of the assessment of a PDA development application¹⁶.

2.2.8 Relationship with other legislation

In addition to assessment against the development scheme, development may require assessment against other legislation including, but not limited to, the *Environmental Protection Act 1994*, *Plumbing and Drainage Act 2002*, *Building Act 1975* and the *Planning Act 2016* (Planning Act) including subordinate legislation.

Relevant local laws made under the *City of Brisbane Act 2010* apply in the PDA to the extent they are not replaced by a by-law made under the ED Act.

2.2.9 Relationship with the Brisbane City Plan 2014

Schedule 6 of the *Planning Regulation 2017* (Planning Regulation) prohibits City Plan 2014 from making PDA-related development assessable under the Planning Act. However, Schedule 2 adopts definitions from City Plan 2014 and the development scheme calls up various other parts of the City Plan 2014 as guidance.

Under section 71 of the ED Act, if there is a conflict between the development scheme and a planning instrument, or assessment benchmarks prescribed by regulation under the Planning Act or another Act for the Planning Act, the development scheme prevails to the extent of any inconsistency.

¹⁵ For further advice of preparing a PoD refer to the applicable EDQ practice note available at <http://www.statedevelopment.qld.gov.au/resources/guideline/pda/practice-note-10-plans-of-development.pdf>.

¹⁶ Section 87 of the ED Act states that any relevant State interest must be considered and decided in a PDA development application. For the purposes of addressing State interests in development assessment, the State Planning Policy (SPP) and State Development Assessment Provisions (SDAP), provide guidance in identifying if a State interest is relevant to the assessment of a PDA development application. For further advice on the consideration of State interests refer to the EDQ Practice Note 14: State interests in development assessment in priority development areas, available at <http://www.statedevelopment.qld.gov.au/edq/pdas-guidelines-and-practice-notes.html>.

2.2.10 Interim use

An interim use is a land use that, because of its nature, scale, form or intensity, is not an appropriate long-term use of the land, but may be appropriate for a short or medium-term period as the PDA develops.

An interim use:

1. may be subject to a limited duration
2. must not prejudice or delay:
 - a. a preferred land use(s);
 - b. an appropriate intensity of development, or
 - c. infrastructure delivery envisaged by the vision for the PDA.

2.2.11 PDA-associated development

Schedule 4 identifies development external to the PDA that is PDA-associated development. The development specified in Schedule 4 as PDA-associated development is PDA assessable development under table 2.

2.3 Vision

Development will maximise its location adjacent to the Albert Street Cross River Rail Station at the key city centre intersection of Albert and Mary Streets by delivering high-quality built form and public realm that contributes to a sense of arrival and creates a new landmark destination within the city centre.

Development in the Albert Street Cross River Rail PDA will achieve this vision by:

1. Delivering exceptional sub-tropical design and architecture of outstanding merit that contributes to Brisbane's unique identity and lifestyle.
2. Integrating appropriately with existing development adjacent to the PDA, and within the PDA, including facilitating seamless public access to the underground station and addressing potential amenity impacts from infrastructure associated with the station.
3. Protecting the functional requirements of rail transport infrastructure, state transport corridor and future state transport corridor to ensure the operational efficiency, integrity and safety of the transport network is maintained.
4. Ensuring any street buildings frame the street and provide fine-grain, permeable active uses addressing the street.
5. Ensuring any towers above street buildings contribute to the city's distinctive skyline, deliver effective climatic performance and ensure adequate separation, amenity and privacy to adjacent development.
6. Prioritising access by public and active transport ahead of motor vehicle use.
7. Ensuring the public realm is highly-legible, permeable and designed to cater to high-volume pedestrian movements, including a generously landscaped, pedestrian oriented streetscape:
 - a. along Albert Street that supports connectivity from Albert Street Cross River Rail station to the Queen Street Mall and contributes to the delivery of the Albert Street Station and Green Spine¹⁷.
 - b. along Mary Street that supports connectivity from Albert Street Cross River Rail station to Queen's Wharf Brisbane and the Eagle Street business and commercial precinct.
8. Maintaining or improving views and vistas from the public realm to the City Botanic Gardens and Queen Street Mall.

¹⁷ For further guidance refer to Brisbane City Council's Albert Street Vision, creating the 'green spine' (August 2015) available at https://www.brisbane.qld.gov.au/sites/default/files/20150807_-_albert_street_master_plan_-_aug_2015.pdf and the Cross River Rail Albert Street Station & Green Spine Overlay, 21 August 2018 available at www.crossriverrail.qld.gov.au.

2.4 PDA-wide criteria

2.4.1 Urban design and built form

Development:

1. is designed to respond to its site characteristics, context and setting within the city centre, including cityscape, streetscape, public realm, heritage places, surrounding buildings, natural assets and movement networks including to the underground station¹⁸.
2. presents a highly landscaped environment¹⁹ including:
 - a. landscaping and outdoor spaces that make the most of Brisbane’s subtropical climate; and
 - b. subtropical spaces and water features on ground levels, roofs, balconies, terraces, and edges of buildings.
3. exhibits best practice subtropical climate-responsive design, including orientation, to mitigate heat and minimise the need for mechanical heating, cooling and lighting²⁰.
4. is of a scale and design that:
 - a. contributes to a cohesive streetscape and built form character;
 - b. is consistent with the anticipated density and assumed infrastructure demand;
 - c. is proportionate to and commensurate with the utility of the site area and frontage width;
 - d. does not cause significant and undue adverse amenity impacts to adjoining properties or prejudice their development;
 - e. is sited and designed to enable existing and future buildings to be well separated from each other to allow for light penetration, air circulation, views, vistas and privacy, particularly for residential towers²¹;
 - f. maintains and improves visual connectivity from the public realm to the City Botanic Gardens and Queen Street Mall; and
 - g. is consistent with the spacing of towers in the vicinity²².
5. ensures tower shape and setbacks reduce the visual width and scale of the building, provide variation, maintain the openness of street vistas and contributes positively to the streetscape and city skyline²³.
6. provides a range of public, communal and private open spaces on site to support both public usage and building occupant needs which are distinct and afforded the appropriate level of access and privacy.
7. provides car parking and bicycle parking to meet the functional requirements of the PDA²⁴.
8. provides waste storage areas that are designed, located and managed to prevent amenity impacts on adjoining sensitive uses.
9. protects water quality through the use of water sensitive urban design principles in the design of buildings, streets and public realm as well as achieving the water quality objectives for Moreton Bay waters²⁵.
10. for multiple dwellings:
 - a. accommodate a range of dwelling sizes that allows for a diversity of household types;
 - b. deliver useable, landscaped and attractive communal private open space areas in varied settings including landscaped rooftops and podiums that contribute to improved resident and visitor amenity;
 - c. deliver integrated private open space in all residential development; and
 - d. ensure visual and noise privacy, adequate storage space, adequate room sizes and functional room relationship.

¹⁸ For guidance, refer to Brisbane City Plan, City Centre neighbourhood plan code, Table 7.2.3.7.3.B Urban context report. The preparation of an Urban context report will assist in demonstrating how PDA-wide criteria are achieved.

¹⁹ For guidance, refer to the requirements and standards identified in the Brisbane City Plan, Landscape work code and Planting species planning scheme policy.

²⁰ For guidance, refer to Brisbane City Plan, City Centre neighbourhood plan code, Table 7.2.3.7.3.D Sustainable development criteria and the New World City Design Guide - Buildings that Breathe.

²¹ For guidance, refer to Brisbane City Plan, City Centre neighbourhood plan code, Table 7.2.3.7.3.C Maximum building height and maximum Tower site cover.

²² For guidance, refer to Brisbane City Plan, City Centre neighbourhood plan code, Acceptable outcome 9.

²³ For guidance, refer to Brisbane City Plan, City Centre neighbourhood plan code, Table 7.2.3.7.3E Minimum tower setbacks.

²⁴ For guidance, refer to Schedule 2 and the requirements and standards identified in the Brisbane City Plan, Transport, access, parking and servicing code and Transport, access, parking and servicing planning scheme policy.

²⁵ For guidance, refer to the requirements and standards identified in the Brisbane City Plan, Stormwater code and Infrastructure design planning scheme policy.

11. where incorporating a street building ensures the facade treatment is designed to:
 - a. address and activate the street and any adjacent publicly accessible space with a high level of permeability, landscaping, shade and shelter;
 - b. contribute to an attractive streetscape;
 - c. create a smooth transition between indoors and outdoors;
 - d. respond to the subtropical climate by opening up to the elements while providing shade and comfort; and
 - e. provide safe and convenient pedestrian access to the underground station.
12. ensures building services (including air conditioning, lift wells, fire and electricity components) form an integral part of the building design and do not visually or acoustically detract from the building or its use.

2.4.2 Streetscape and public realm

Development:

1. delivers a public realm that:
 - a. provides a distinctive station and arrival plaza that integrates with the streetscape characteristics of Albert and Mary Streets;
 - b. provides generous landscaping that establishes a streetscape environment reflective of Brisbane's subtropical climate and outdoor lifestyle;
 - c. caters for high-volume pedestrian movements and improved cycle safety²⁶; and
 - d. contributes to the delivery of the Albert Street Station and Green Spine Overlay²⁷.
2. at ground storey of all buildings and the street building above ground storey, comprises occupiable spaces, creates an active facade and contributes to the vibrancy of the street and any adjacent publicly accessible space.
3. at ground storey contributes to the role of the Brisbane city centre as a focus for vibrant commercial activity and community life through:
 - a. footpath space that caters for high-volume pedestrian movement and amenity, including congregation at intersections and around the entrances to the Albert Street Cross River Rail station;
 - b. strong physical and visual integration between the ground storey and the adjoining verge to support high levels of pedestrian movement and activity; and
 - c. providing safe and convenient public access to the underground station.
4. provides:
 - a. weather protection to pedestrians along all street frontages; and
 - b. awnings at a height that aligns with adjoining awnings.
5. locates parking in basements unless it compromises the functional requirements of the Albert Street Cross River Rail station. Where parking is located above ground, development designs the ground storey and lower levels of the building to create an attractive pedestrian environment and provide casual surveillance of the adjoining streets and public spaces.
6. locates vehicle crossovers on Mary Street. The design of vehicular access, on-site servicing and parking does not compromise the walkability or activation of the street frontage, and opportunities for co-location of servicing and parking openings within single buildings or within adjoining development is maximised.
7. ensures that the location and design of vehicular access, refuse collection, fire access and control room and building services are not a dominant element of any streetscape²⁸.
8. provides direct pedestrian access to publicly accessible spaces and increases the activation and passive surveillance of these spaces.

²⁶ For further guidance refer to Cross River Rail Albert Street Station & Green Spine Overlay, 21 August 2018, available at www.crossriversrail.qld.gov.au.

²⁷ For further guidance refer to Cross River Rail Albert Street Station & Green Spine Overlay, 21 August 2018, available at www.crossriversrail.qld.gov.au.

²⁸ For guidance, refer to the requirements and standards identified in the Brisbane City Plan, Transport, access, parking and servicing code and Transport, access, parking and servicing planning scheme policy.

9. provides artwork of a capital city quality, commensurate with the status and scope of the proposed development and site, and is designed:
 - a. as an integral part of the project design;
 - b. to be conceptually relevant to the city centre;
 - c. to enhance the interest and vitality of the city centre;
 - d. to enhance the quality of life, cultural tourism and point of difference in the marketplace;
 - e. to reflect and respond to the cultural values of the community; and
 - f. to promote local character in a planned and informed manner.
10. safely integrates artwork with the development's design response to the public realm and is visually accessible.
11. provides high-quality lighting that enlivens the cityscape at night and reinforces the night-time presence of buildings and public spaces.

2.4.3 Land use

Development:

1. provides a mix of land uses that support the city centre's principal business and administration functions, complemented by retail, entertainment, community, cultural facilities, tourism and short and long-term residential uses. Preferred land uses are identified in table 1.

Table 1: Preferred land uses

Preferred uses	
Bar	Residential care facility
Centre activities (activity group) ²⁹	Retirement facility
Home-based business	Rooming accommodation
Hotel	Telecommunications facility, where not a broadcasting station or television station
Market	Utility installation, where sewerage pump station or water pump station
Multiple dwelling	
Nightclub entertainment facility	
Park	

²⁹ For guidance, refer to the defined activity groups in Brisbane City Plan, Schedule 1 Definitions, Table SC1.1.2.B - Defined activity groups.

2.4.4 Impacts and amenity³⁰

Development:

1. is designed, constructed and operated to minimise adverse lighting, noise, odour and air-quality impacts, having regard to impacts generated by the development itself, nearby transport noise corridors and of other existing or anticipated development within or near to the Albert Street CRR PDA.
2. is designed, constructed and operated to ensure public health and safety, the integrity and efficient operation of emergency services and protection of public utilities.
3. does not create a permanent or temporary obstruction or hazard to operational airspace of the Procedures for Air Navigation Services – Aircraft Operational Surfaces (PANS-OPS) for the Brisbane airport³¹.
4. within overland flow paths:
 - a. maintains the conveyance of flood waters;
 - b. does not worsen flood behaviour outside the development site; and
 - c. minimises the risk to people and property from water flows.
5. is managed to avoid environmental harm from disturbance of acid sulfate soils or contaminated land, and potential for erosion and sedimentation.
6. has regard for the archaeological potential of the site³².
7. ensures water sensitive urban design is implemented through stormwater and drainage systems, by:
 - a. maximising infiltration and opportunities for capture and reuse to minimise run off and peak flows;
 - b. using natural drainage paths and integrate with landscaping wherever possible;
 - c. ensuring sufficient capacity to safely convey runoff;
 - d. maintaining or improving water quality leaving the development site;
 - e. not worsening drainage conditions outside the development site; and
 - f. minimising whole of life-cycle costs of infrastructure and provide for safe and efficient maintenance.
8. ensures landscape works are undertaken to an appropriate standard to ensure sustainable, functional, attractive, safe and well-integrated landscape design.

³⁰ For guidance, refer to the mapping requirements set out in the following components of the Brisbane City Plan:

- a. airport environs overlay and code;
- b. filling and excavation code;
- c. infrastructure design code;
- d. landscape works code;
- e. operational works code;
- f. outdoor lighting code;
- g. potential and actual acid sulfate soils overlay and code;
- h. stormwater code; and
- i. infrastructure design planning scheme policy.

³¹ For guidance, refer to the requirements and standards identified in the Brisbane City Plan, Airport environs overlay and code. This criterion is relevant to the consideration of building height within the PDA.

³² Archaeological artefact discoveries are required to be reported in accordance with the Queensland Heritage Act 1992. In some instances, an archaeological management plan may be required which should be prepared in accordance with the Department of Environment and Science guideline 'Archaeological investigations'.

2.4.5 Service infrastructure³³

Development:

1. provides for access and movement for all transport modes, with safety and convenience for walking and cycling prioritised over private and service vehicles.
2. does not impact on the efficiency or safety of surrounding transport networks.
3. provides car parking to meet the functional requirements of the PDA.
4. provides water, wastewater and other services and utilities to meet the needs of the development in a timely, orderly and integrated manner.
5. provides utilities and services to the standards that ensure an acceptable level of environmental performance, safety and efficiency.
6. ensures opportunities for sustainable, integrated on-site water, waste water, waste, energy or other systems are facilitated, provided they:
 - a. do not result in any undue impact on the amenity or visual quality of the surrounding area;
 - b. will not result in any environmental harm or nuisance;
 - c. achieve a level of service, environmental performance and life-cycle cost that is equivalent to or better than normal servicing arrangement; and
 - d. do not detract from the ability to develop and use the PDA as intended.
7. appropriately integrates with and does not detract from existing or planned infrastructure within or external to the PDA.
8. does not:
 - a. create a safety hazard for users of rail transport infrastructure, by increasing the likelihood or frequency of loss of life or serious injury;
 - b. compromise the structural integrity of a state transport corridor, future state transport corridor or state transport infrastructure and associated works within a state transport corridor;
 - c. result in a worsening of the physical condition or operating performance of state transport infrastructure and associated transport networks; and
 - d. compromise the state's ability to construct, maintain or operate state transport infrastructure and associated transport networks.
9. incorporates measures to appropriately deal with environmental emissions generated by state transport infrastructure to ensure public safety and health are not adversely impacted

2.4.6 Levels of assessment

Table 2: PDA assessable development - Levels of assessment

Column 1	Column 2 – PDA assessable development	
PDA accepted development	Column 2A Permissible development	Column 2B Prohibited development
All development specified in Schedule 1.	All development including PDA-associated development (as specified in Schedule 4) and Interim Uses, other than development mentioned in Column 1 and 2B.	Nil

³³ For guidance, service infrastructure is to be designed in consultation with the relevant infrastructure provider/ infrastructure owner; refer to the mapping and requirements set out in the following components of the Brisbane City Plan:

- a. infrastructure design code;
- b. transport access, parking and servicing code;
- c. stormwater code;
- d. wastewater code;
- e. infrastructure design planning scheme policy; and
- f. transport, access, parking and servicing planning scheme policy.

3. Infrastructure plan

3.1 Purpose

The purpose of this infrastructure plan is to ensure that the vision is achieved through:

1. integrating infrastructure planning with land use planning identified in this development scheme;
2. identifying the infrastructure requirements which may be delivered by the relevant infrastructure provider such as state government, Brisbane City Council, Queensland Urban Utilities or applicants;
3. providing a basis for imposing conditions on development approvals; and
4. responding to the increased demand on the relevant infrastructure networks.

3.2 Infrastructure networks

The following infrastructure networks may require additional infrastructure provision or upgrades to support growth in the PDA:

1. transport (roads, intersections, public transport infrastructure, pedestrian and cycle paths);
2. stormwater (quantity and quality);
3. parks and open space;
4. water supply;
5. sewerage;
6. electricity and gas; and
7. telecommunications.

Table 3 identifies key infrastructure that will be provided to enable the vision to be delivered.

3.3 Infrastructure categories

The infrastructure planned to be delivered within the PDA will fall into one of the following categories:

1. trunk infrastructure;
2. non-trunk infrastructure; or
3. other infrastructure.

Table 3 includes infrastructure which is trunk infrastructure, non-trunk infrastructure and other infrastructure. As such, the inclusion of infrastructure in table 3 does not make it eligible for an infrastructure charges offset.

3.3.1 Trunk infrastructure

Trunk infrastructure is the high order shared infrastructure that is planned to service the wider catchments in or external to the PDA, rather than individual development sites. Trunk infrastructure may be delivered by the relevant infrastructure provider such as state government, Brisbane City Council, Queensland Urban Utilities, or by developers if required by a condition of a PDA development approval.

3.3.2 Non-trunk infrastructure

Non-trunk infrastructure is the lower order infrastructure which generally services a single development site, is internal to a development site, or connects the development site to trunk infrastructure and protects or maintains the safety or efficiency of the infrastructure network of which the non-trunk infrastructure is a component. Non-trunk infrastructure will be provided by the applicant, in accordance with the relevant responsible entity's requirements and as specified in a condition of a PDA development approval. Non-trunk infrastructure will not be eligible for an infrastructure charges offset.

3.3.3 Other infrastructure

Other infrastructure includes infrastructure which is not part of Brisbane City Council’s or Queensland Urban Utilities’ infrastructure networks. Other infrastructure may include necessary development infrastructure or provision for upgrades to the electricity, gas or telecommunications. Other infrastructure may be delivered by state government, other infrastructure providers or by developers who may be required to deliver or preserve the ability to provide this infrastructure by a condition of a PDA development approval. Other infrastructure may not be eligible for an infrastructure charges offset.

3.4 Infrastructure charges, funding and conditions

Infrastructure charges will be based on the applicable Brisbane City Council infrastructure charges instrument in force at the time the development application is approved unless:

1. a development charges and offset plan (DCOP) is approved for the PDA; or
2. an infrastructure agreement is entered into between the applicant and the MEDQ³⁴.

Applicable trunk infrastructure delivered as part of the development may be offset against the applicable infrastructure charges in accordance with a DCOP or the applicable policy in force at the time of the development approval.

The infrastructure identified in table 3 reflects current understanding of infrastructure needs at the time of making the development scheme. However, further detailed infrastructure investigations will occur as development progresses. Infrastructure requirements and delivery responsibilities will be reviewed and may be amended over time to reflect the outcomes of these investigations and changing circumstances.

Infrastructure requirements established in the conditions of a PDA development approval must be delivered at the time of development occurring unless otherwise agreed with MEDQ³⁴.

Table 3: Infrastructure plan

Infrastructure category	Details	
Transport (roads, intersections, rail, pedestrian and cycle paths)	As required to service the PDA and connect to the existing network without compromising the existing network	
Stormwater (quantity and quality)	As required to service the PDA and connect to the existing network without compromising the existing network	
Parks and open space	Park	As required to service the PDA.
	Public Realm	Provide public realm infrastructure consistent with the vision for the PDA.
Water supply	As required to service the PDA and connect to the existing network without compromising the existing network	
Sewerage	As required to service the PDA and connect to the existing network without compromising the existing network	
Electricity and gas	As required to service the PDA and connect to the existing network without compromising the existing network	
Telecommunications	As required to service the PDA and connect to the existing network without compromising the existing network	

3.5 Infrastructure agreements

An infrastructure agreement may be negotiated and entered into with MEDQ³⁴ and other relevant infrastructure providers to address the provisions and requirements of the infrastructure plan. To the extent an infrastructure agreement is inconsistent with a PDA development approval, the infrastructure agreement prevails.

³⁴ The MEDQ may delegate certain functions and powers under section 169 of the Act. Development assessment powers have been delegated by the MEDQ to the Cross River Rail Delivery Authority.

3.6 Infrastructure standards

Infrastructure will be delivered in accordance with the standards of MEDQ, Brisbane City Council, state government or relevant infrastructure providers at the time a PDA development application or an Infrastructure Master Plan³⁵ (IMP) is approved.

³⁵ An IMP identifies existing and future trunk infrastructure required to service ultimate development of a single development approval within a PDA.

4. Implementation strategy

4.1 Purpose

The ED Act requires a development scheme to include an implementation strategy to achieve the main purposes of the ED Act for the PDA, to the extent that they are not achieved by the land use plan or infrastructure plan.

The implementation strategy for the development scheme fulfills this requirement by identifying a number of key objectives and actions that support the achievement of the strategic intent and strategic outcomes for the PDA and support the delivery of economic development and development for community purposes within the PDA.

Whilst the PDA is compact, it supports the delivery of a new underground railway station and any associated over station development. The station will transform the way people access this part of the city centre, and nearby major destinations, generating significant pedestrian activity throughout the day and night.

4.2 Implementation objectives and actions

4.2.1 Public realm and place management

Objective:

Albert Street and Mary Street public realm works balance significant pedestrian activity, cyclists, street level retail, landscaping works and pedestrian comfort and shelter.

Actions:

1. The CRRDA, other State agencies, and Brisbane City Council work closely together through the design, delivery and management of public realm works within the PDA and adjacent to the PDA to ensure that place management and maintenance responsibilities are resolved and the functional requirements of the station and broader city pedestrian and cyclist movement through the public realm is facilitated; and
2. The CRRDA and Brisbane City Council work together to determine the optimal tenure arrangement for Albert Street taking into account access and place management requirements.

4.2.2 Planning and delivery coordination of any over station development

Objective:

The interface between the Cross River Rail tunnel and station works regulated by the project's approved Environmental Impact Statement, and any proposed over station development to be regulated under the PDA, is seamlessly and carefully managed.

Actions:

1. The CRRDA, its contractor, and the Coordinator-General work together to ensure:
 - a. that the interface between the project's EIS approval and any approvals required under the PDA for over station development are defined early and responsibilities determined; and
 - b. that the scope of works regulated by each statutory planning jurisdiction is clearly defined and appropriately managed through development conditions.

4.2.3 Urban design and city centre interface

Objective:

Ensure that the Albert Street Cross River Rail station, and any over station development, integrates seamlessly within a high density city centre environment that is accessible, rich in activity and demonstrates high quality sub-tropical design.

Actions:

1. The CRRDA work with Brisbane City Council and an urban design panel to address the design interface between development within the PDA and to adjacent developments including informing an urban context report;
2. The CRRDA, Department of Transport and Main Roads, Translink, and Brisbane City Council work together to investigate public transport service integration opportunities within the vicinity of the new underground station; and
3. The CRRDA, its contractor, Brisbane City Council and utility service providers work collaboratively to:
 - a. manage the sequencing;
 - b. determine responsibility for delivery; and
 - c. manage the interface

of the Albert Street Cross River Rail station and development within the PDA in relation to the delivery of current and future infrastructure services.

5. Schedules

Schedule 1: PDA accepted development

Schedule 1 identifies development that is accepted development for the whole of the PDA.

Table 4: PDA accepted development

Building work
Carrying out minor building work where not on a heritage place.
Carrying out building work, where for demolition of a building or other structure where not on a heritage place.
Carrying out building work associated with an approved material change of use.
Carrying out building work associated with a material change of use that is PDA accepted development.
Reconfiguring a lot
Reconfiguring a lot involving road widening and truncations required as a condition of development approval.
Material change of use
Making a material change of use of premises for a park or utility installation if provided by a public sector entity.
Making a material change of use of premises for a preferred land use in an existing building where: <ul style="list-style-type: none"> » no increase in gross floor area; and » not involving building work other than minor building work
Operational work
Carrying out operational work for filling or excavation where not on a heritage place: <ul style="list-style-type: none"> » not resulting in a retaining wall greater than 1 vertical metre; or » not resulting in an increase in the depth or height of the ground level or finished design level by greater than 1 vertical metre.
Carrying out operational work in accordance with the conditions of a PDA development approval.
Carrying out operational work that is clearing of vegetation, other than significant vegetation unless the clearing of significant vegetation is: <ul style="list-style-type: none"> » carried out by or on behalf of a public sector entity, where the works being undertaken are authorised under a State law; or » carried out in accordance with the conditions of a PDA development approval.
Carrying out operational work for advertising devices. Note—The <i>Brisbane City Council Advertisements Local Law 2013 and Advertisements Subordinate Local Law 2005</i> , as amended or replaced from time to time, apply in the PDA
Plumbing work or drainage work
Carrying out plumbing work or drainage work.
All aspects of development
Development consistent with an approved Plan of Development.
Development prescribed in Schedule 6 of the Planning Regulation, other than Part 5 section 28.
Development for the Cross River Rail Project.
Development on a heritage place if an exemption certificate for that development has been issued under the <i>Queensland Heritage Act 1992</i> .

Schedule 2: Maximum car parking rates

Table 5: Car parking standards

Column 1	Column 2
Use	Car parking standard
Uses other than multiple dwelling, rooming accommodation and short term accommodation	Maximum 1 space per 200m ² gross floor area.
Multiple dwelling Note—Multiple dwellings described as affordable housing, anticipated to accommodate students, accessed through a dual key arrangement, or resulting from conversion from another use (including short term accommodation) still require parking spaces in compliance with these rates for each room that is capable of being used as a dwelling.	Maximum 0.5 space per 1 bedroom dwelling Maximum 1 space per 2 bedroom dwelling Maximum 1.5 spaces per 3 bedroom dwelling Maximum 2 spaces per 4 and above bedroom dwelling 1 visitor space for every 20 dwelling units. Parking may be provided in tandem spaces where 2 spaces are provided for 1 dwelling. At least 50% of visitor parking is provided in communal areas, and not in tandem with resident parking.
Rooming accommodation, if for a dwelling (other than for on-site management or staff accommodation) Note—Any part of rooming accommodation that can be defined as a dwelling requires car parking at a rate equivalent to a multiple dwelling.	Maximum 0.5 space per 1 bedroom dwelling Maximum 1 space per 2 bedroom dwelling Maximum 1.5 spaces per 3 bedroom dwelling Maximum 2 spaces per 4 and above bedroom dwelling 1 visitor space for every 20 dwelling units. Parking may be provided in tandem spaces where 2 spaces are provided for 1 dwelling. At least 50% of visitor parking is provided in communal areas, and not in tandem with resident parking.
Rooming accommodation, in all other cases	Maximum 0.25 spaces per room.
Short term accommodation	Maximum 0.25 spaces per room, unit or cabin.

Note: These car parking rates are for the purpose of public notification of PDA development only.

Schedule 3: Definitions

Unless defined below or in the ED Act, the definitions in Schedule 1 of the City Plan 2014 apply to all development³⁶.

Table 6: Definitions

Term	Definition
Brisbane City Plan 2014	Means the Brisbane Council Planning Scheme, Brisbane City Plan 2014, as amended and replaced from time to time.
City centre	Means the spatial extent of the City Centre Neighbourhood Plan Area in the Brisbane City Plan 2014.
Cross River Rail Project	Means the project known as the Cross River Rail Project described in the Coordinator-General's report for the Environmental Impact Statement for the project, dated December 2012, under the <i>State Development and Public Works Organisation Act 1971</i> and any Coordinator-General's change report for the project under that Act.
Future state transport corridor	Is defined in Schedule 24 of the Planning Regulation. <i>Note: Future state transport corridor includes a future railway corridor.</i>
Heritage place	Means the Early Streets of Brisbane, archaeological State heritage place on the Queensland heritage register (Place ID 645611 ³⁷).
Interim use	Refer to section 2.2.10.
Non-trunk infrastructure	Refer to section 3.3.2.
Other infrastructure	Refer to section 3.3.3.
Plan of development	Refer to section 2.2.5.
Rail transport infrastructure	Refer to <i>Transport Infrastructure Act 1994</i> .
Significant vegetation	Means all vegetation, except those listed as pest vegetation by state or local government, that is significant in its: <ul style="list-style-type: none"> a. ecological value at local, state or national levels including remnant vegetation, non-juvenile koala habitat trees in bushland habitat and marine plants; or b. contribution to the preservation of natural landforms; or c. contribution to the character of the landscape; or d. cultural or historical value; or e. amenity value to the general public <i>Note: vegetation may be living or dead and the term includes their root stock.</i>
State transport corridor	Is defined in Schedule 24 of the Planning Regulation. <i>Note: State transport corridor includes a railway corridor.</i>
Street building	Comprises all levels of a building below which a setback to a tower commences, and up to a maximum height of 20m.
Tower site cover	Is the combined average area of the 10 largest storeys of each building (being the full area of any storey located wholly or partially above 20m above ground level) as a portion of the original site area and is calculated as the area bounded by the outside of the external wall, including balconies but excluding projections.
Trunk infrastructure	Refer to section 3.3.1.

³⁶ Note that Schedule 1 of the Brisbane City Plan 2014 includes use definitions, activity groups, industry thresholds and administrative terms.

³⁷ Details about this place can be obtained at <https://apps.des.qld.gov.au/heritage-register/detail/?id=645611#>

Schedule 4: PDA-associated development

Table 7: PDA-associated development

<p>Description of PDA-associated development</p>	<p>Operational works, if the works:</p> <ol style="list-style-type: none"> 1. are carried out by or on behalf of the MEDQ 2. provide development infrastructure for the Albert Street Cross River Rail PDA to address the impacts of any development within the PDA, whether or not the development infrastructure has another function or purpose 3. include one or more of the following: <ol style="list-style-type: none"> a. roadworks b. landscape and footpath works c. stormwater works d. water connection service works e. sewer connection service works f. public transport infrastructure works g. associated ancillary works
<p>Description of PDA-associated land</p>	<p>The road reserve as identified on Map 3 including parts of Albert Street, Mary Street, Charlotte Street and Elizabeth Street.</p> <p>Map 3: Albert Street Cross River Rail PDA-associated land</p>  <p><i>This map is for illustration purposes and is not to scale.</i></p>

