

2011

Yesterday, Today and Tomorrow: A Community Profile of West End and Highgate Hill



Prepared for West End Community House
by Meredith Connor

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Cover Page: Montague West End

Image Source: Yong Invest

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Executive Summary

Ensuring that West End maintains its values of diversity and community sustainability requires balancing the areas traditional values with the changes that the urban planning process is bringing to the South Brisbane Peninsula.

Within this context this report has been prepared for the West End Community House to promote its vision of purposeful collaboration between community organisations, urban developers, state and local government for the development of the South Brisbane Peninsula area.

A key component of urban planning process is ensuring that the future needs of the community are met as the resident, workforce and visitor population grows and evolves.

The report presents:

- a demographic analysis of the West End-Highgate Hill area;
- a current assets base of the West End community;
- identifies/considers how future needs will be met by the community, developers, local and state government;
- considers the role of social infrastructure plans to support urban development projects;
- provides recommendations regarding social infrastructure planning.

The report concludes that building an advocacy process into the urban planning system is integral if the goals of community wellbeing and sustainability are to be achieved.

In the context of urban planning the role of advocacy is seen as a process of working with, and on behalf of current and new community members to promote policies that will result in the provision of needed resources or services. This report also supports the concept that meaningful advocacy requires community, urban developers, state and local government to work collaboratively.

Summary of Recommendations

Experience suggests that community sustainability through effective social planning is more likely to be achieved when certain factors exist:

- Community engagement:
West End's vision going forward needs to consider how it can be a grassroots driven and community owned process. This will involve building on existing relationships between community organisations to enable

effective coordination and implementation of current and future services. Community organisations will also be required to determine appropriate 're-visioning and re-tooling' strategies, individually and collectively, to integrate existing and current community member's needs.

- **Leadership:**
Experience demonstrates that conflict within or between communities, developers and government agencies produces little success with collaboration since the best interests of community members may be overlooked. The community organisations within West End have experienced community development practitioners, who are willing to explore social planning policies and practices best suited to the cultures and contexts of the community. Since government often controls policy making, all levels of government must be willing to provide leadership and work cooperatively.

These factors provide a platform for sustainable community development strategies and therefore should be a key focus of social planning. Thus this report recommends:

- advancing an asset-based approach to community development by identifying and mobilising existing community capacities and assets (social, economic, physical);
- identifying and mapping the needs and assets of future populations for the planning and provision of relevant social services;
- development of local government leadership to assist integrating existing and evolving communities with community organisations taking into account areas of advantage and disadvantage;
- moving away from consultation as the preferred form of community engagement to involving community organisations in the developing and planning processes of urban renewal;
- developing a social investment strategy to support community cohesion and enhance liveability for current and new community members.

Future Research

This report makes the following recommendations for future research to build on the findings of the report:

- Data from 2011 Census (available 2012) to update demographic profile.
- Assessment of cumulative impacts of South Brisbane Peninsula urban renewal projects on social infrastructure:

1 Introduction

1.1 Background

At 30 June 2009, 3.07 million people, or 67.3 per cent of Queensland's population, resided in South East Queensland (SEQ). The SEQ population grew by 83,800 people during the year to 30 June 2009, an average of 1,600 new residents every week. This growth represented 71.9 per cent of Queensland's population growth for the year to 30 June 2009.¹

The major driver of Queensland's historical net interstate migration gains has been the labour market. The massive expansion of the resource sector, Queensland's economic base, in combination with the construction, infrastructure and service sectors, has created an inexorable demand for labour that has underpinned Queensland's dominance of national interstate migration.²

The 2005 release of the *SEQ Regional Plan 2005-2026* was a State and local government response to SEQ's unprecedented population growth. Unlike previous regional planning initiatives the SEQ Regional Plan (SEQRP) was a statutory instrument that took precedence over all other State and Local government planning instruments (Low Choy 2009).

The SEQRP 2009-2031 has projected a population increase of Brisbane residents from 991,000 in 2006 to 1,270,000 by 2031 (Chatwin et al). To promote more compact development the SEQRP 2009-2031 set local government areas a target of increasing the proportion of additional dwellings constructed through new development or redevelopment in existing urban areas to 50 per cent by 2031.³ For the Brisbane local government area this means an increase of 156,000 new dwellings is required.

With the rapid and predicted population growth rate in Brisbane and greater SEQ, housing affordability and availability of infrastructure to support this growth have become key issues for many inner city communities.

1.2 Report Context

Accommodating population growth is a major challenge. In response to the need to provide more residencies within Brisbane's inner five kilometres, Brisbane City Council (BCC) produced proposals for the area within the framework of the South Brisbane Riverside Neighbourhood Plan (SBRNP).

¹ Population Growth Highlights and Trends Queensland 2010, Office of Economic Trends and Statistical Research, Queensland Treasury, September 2010.

² Population Growth Highlights and Trends Queensland 2010, Office of Economic Trends and Statistical Research, Queensland Treasury, September 2010.

³ South East Queensland Regional Plan 2009-2031, Department of Local Planning, Queensland Government, July 2009.

The extensive process of drafting the Plan reached its conclusion when the SBRNP was given Queensland Government approval, on 15 April 2011. The provisions of the SBRNP will guide future land use and development in the South Brisbane Riverside area, as well as the adjoining suburbs of West End and Highgate Hill. The Plan includes an increase in densities ranging from 7 up to 30 storeys along the Brisbane riverfront, along with an increase in mixed commercial and retail developments.

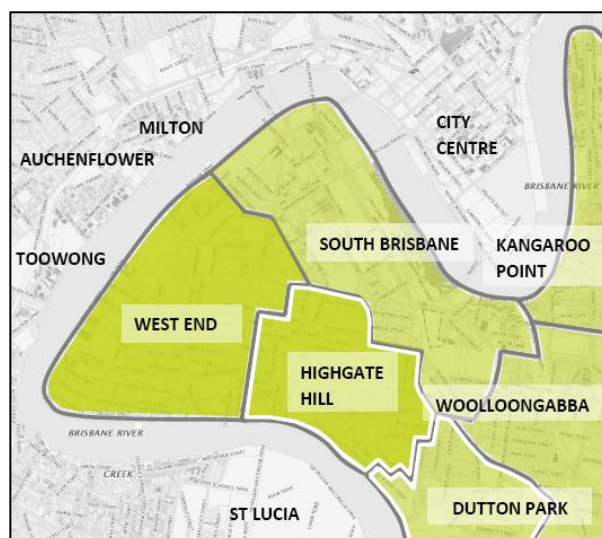
While urban renewal plans, like the SBRNP, are one way to accommodate SEQ's rapidly increasing population, it has raised many concerns within the immediate and surrounding communities regarding the suitability of higher densities in flood prone, historically significant, and culturally rich neighbourhoods (Chatwin et al).

There are concerns to about the replacement of the area's traditional lower status and income households by higher status and income households. Related to this is the ability of existing social infrastructure, and the provision of new infrastructure, to support the needs of an increasing resident and workforce populations.

1.3 Report Area

Figure 1 shows the Brisbane Statistical Local Areas (SLAs) of West End population 6,504(2006 Census) and Highgate Hill population 5,501(2006 Census) which were taken as the report area. South Brisbane population 6,220(2006 Census) was not included, but was taken into consideration because of the strong influences it exerts on many parts of the report area.

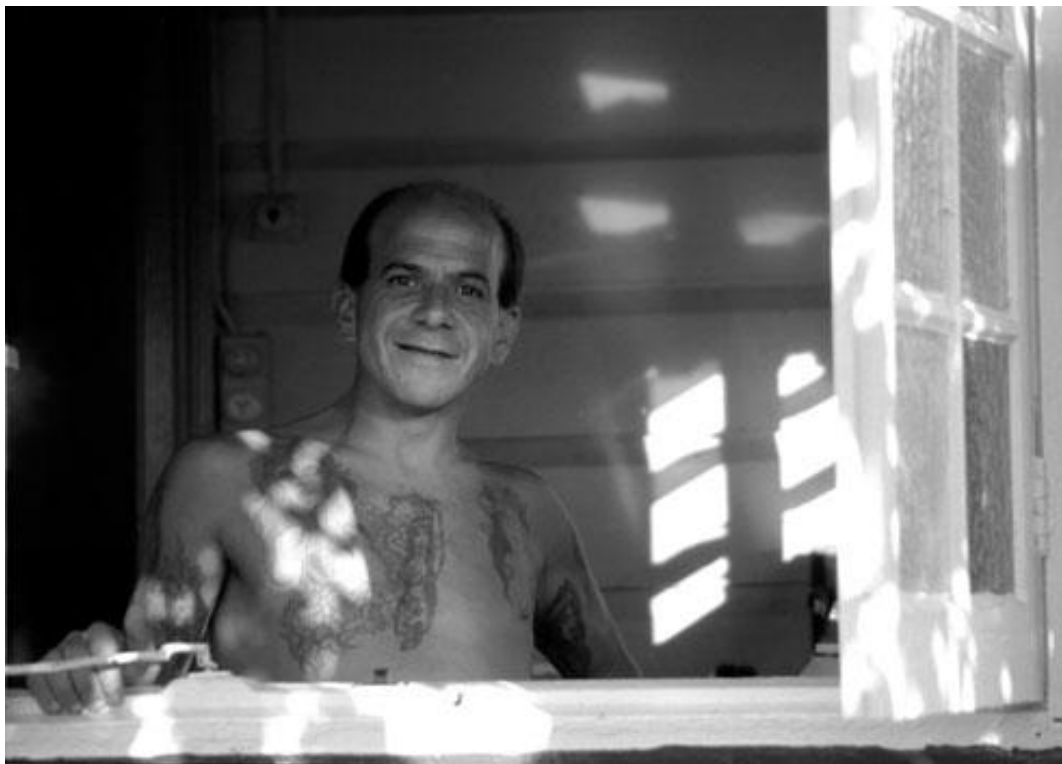
Figure 1 - Report Area Boundaries



1.4 Scope of Report

Preparation of this report has involved:

- A review of the findings from a 2011 Community Planning Study prepared by Queensland University of Technology's Master and final year Bachelor of Urban and Regional Planning students;
- Examination of existing and projected demographic characteristics;
- Evaluation of the existing social infrastructure in the report area;
- Identification of existing information on future community needs;
- Identification of other social planning matters that have emerged during the research and considered to contribute to positive social outcomes.



Source: Judy Parrott

2 Yesterday

2.1 History

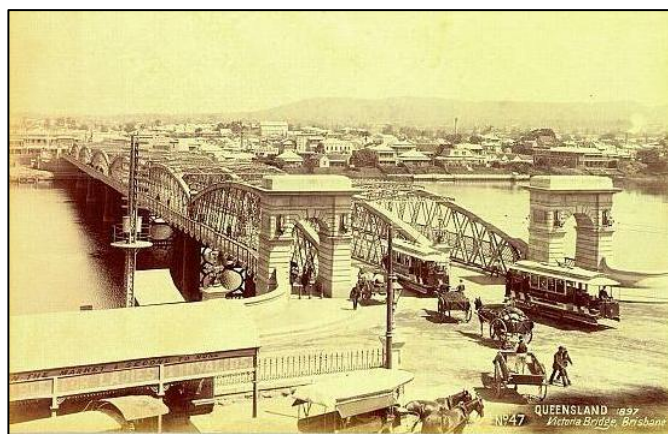
There are many significant historical events that have contributed to shaping the societal culture of West End. Originally named Kurilpa, meaning 'place of water rats', the Brisbane River peninsula was later divided into suburbs and assigned names, with West End being renamed in honour of London's West End (Chatwin et al 2011).

2.2 The First Residents

Prior to European settlement in Brisbane, indigenous tribes inhabited the southern peninsula which is comprised of West End, Highgate Hill and South Brisbane. The peninsula consisted of two dominant Aboriginal tribes, the Jagera and Turrbal, which roamed the area which is now referred to as Kurilpa Point (Chatwin et al 2011). Aboriginal people still retain traditional linkages to this area that include sites of special significance such as Kurilpa Point and the nearby Musgrave Park (Heywood 2011).

2.3 European Settlement

During European settlement in the 1800s, Aborigines were increasingly marginalised on their own lands. Although they were 'allowed' into Brisbane town during the day, they had, since the early 1850s, been the targets of a curfew which was enforced after 4pm and on Sundays. The major demarcation south of the river operated along Vulture and Boundary streets in West End (Kidd 2000). The area was largely segregated from European settlement until 1874, when the Victoria Bridge was constructed to permanently link the north and south banks of the Brisbane River (Chatwin et al 2011).



Victoria Bridge, Brisbane, 1897

Source: Hume Family Photograph Collection, Fryer Library, University of Queensland

Throughout the 20th century, West End was the city's 'reception area' for successive waves of incoming residents from Europe and Asia. The influx of Chinese migrants saw Chinese market gardens lining West End's main streets, however, with the boom of industry accompanying the turn of the 20th century, gardens and farmland were slowly forced out of the area to accommodate new industries (Chatwin et al 2011).

West End was also favoured by a large inflow of Greek migrants, particularly after WWII. So much so that by 1980, over 75 percent of Brisbane's Greek population were estimated to live in West End. This gave the area the nickname of 'Little Athens' (Chatwin et al 2011). During the late 1980s the Greek community began to be displaced by Vietnamese immigrants, and the general character of West End altered as industry withdrew to outer metropolitan Brisbane.

The multicultural melting pot that is West End, hosts a wide variety of diverse cultures. It has been called home by Aboriginal tribes, early European settlers, Asian migrants and Greek populations. It was this originally diverse mix that has attracted many other complementary cultures to the area, emphasising its role as a multicultural community today. West End attracts not only migrants, but also tourists from local, national and international destinations, many people believe that West End has a cosmopolitan character unmatched anywhere else in Queensland (Heywood 2011).

In the early 1900s, industrial plants began to flourish along Stanley Street and Montague Road, which were later accompanied by the Cultural Centre in the 1970s followed swiftly by construction of the Queensland Art Gallery (1982), Queensland Performing Arts Centre (QPAC), Queensland Museum (1986) and the State Library of Queensland. This was timely to support the 18 million people that came through the gates of the World Expo '88, changing Queensland, and Brisbane forever.

It is this unique and culturally diverse history of the area that is still embraced by the community today. For instance, the Indigenous artwork in the form of a goanna is on display on Boundary Street and serves not only as a community focal point, but also as a reminder to the unique history that has shaped West End today.



Goanna – Boundary Street, West End



West End-Highgate Hill Community Today

3 Today

3.1 Community Character

The suburbs of West End and Highgate Hill are located within a major meander of the Brisbane River 2km from Brisbane's Central Business District. The area is defined by a diverse range of residential, industrial, commercial, retail and community uses that fit into a compact area of 3.1square kilometres.

West End-Highgate Hill possesses a number of distinctive features and characteristics, which include:

- A unique culture renowned for its cultural vitality and diversity that attracts residents and visitors alike;
- The area's population is highly diverse, in age, income, occupation, family characteristics and ethnicity;
- Five kilometres of much loved, but lightly used and now recently inundated river frontage opposite the city centre, the Coronation Drive/ Park Road /Toowong inner city office area, and the well-treed and spacious campus of the University of Queensland;
- The low ridge areas of Highgate Hill with their traditional secluded residential streets, vistas and breezes;
- The unique shopping and cultural focus of Boundary Street/ Hardgrave Road Vulture Street;
- The area also features a high level of innovative and alternative commercial activity: Reverse Garbage, Bicycle Revolution, Zapata's Bookshop, Bent Books, Green Grocer, True Foods, Mondo Organics, Trash Video, Green Flea Markets, Justice Products, West End Housing Co-op, MECU Ltd;
- Excellent access to the neighbouring metropolitan and state cultural and recreational attractions of the Queensland Cultural Centre, the Gallery of Modern art, the State Library and the Southbank Gardens, and the Kurilpa Bridge providing direct pedestrian access to the city centre;
- The commuter railway line connecting the Bay-side communities of Wynnum and Cleveland to Central Brisbane, with its major South Brisbane Railway Station;
- The crowded but highly prized and successful West End State School with its more the one hundred different nationalities of students;
- One of the most vibrant and diverse shopping centres in the region, with its focus on entertainment, restaurants, coffee houses, bookshops, and recycling centres;
- The area has long been associated with community-based and self-managed initiatives in community learning, community arts and culture, as well as local production;
- Strong Indigenous ties to the area promote Aboriginal history and culture in present times.

3.2 Demographic and Projected Needs Analysis

The following demographic profile explores the specific characteristics influencing the demand for, and future focus of social infrastructure in the report area. Demographic profiling covers the areas of socio-economic disadvantage, assistance requirements, community age profile, employment, income, indigenous and ethnic characteristics, household and family profile and education. Demographics data for the report area is enumerated, compared to metropolitan characteristics and time series trends and forecast are discussed.

Data used for this report's demographic analysis was sourced from Chatwin et al (2011) based on the Australian Bureau of Statistics (ABS) 2006 Census.

For a 2010 demographic snapshot of Inner Brisbane see Appendix 1. The area defined as 'Inner Brisbane' is composed of the following SLAs: Bowen Hills, City-Inner, City-Remainder, Dutton Park, East Brisbane, Fortitude Valley, Herston, Highgate Hill, Kangaroo Point, Kelvin Grove, Milton, New Farm, Newstead, Paddington, Red Hill, South Brisbane, Spring Hill, West End and Woolloongabba.

3.3 Population

The population of West End and Highgate Hill SLAs was 12,005 at the 2006 Census. It is expected that the population has increased marginally as redevelopment throughout the period between 2006 and 2011 has increased residential property stock.

The population of the report area will increase significantly in the immediate future. Extrapolating regional population trends is inadequate to forecast the future population as the South Brisbane Riverside Neighbourhood Plan significantly increases the opportunity for residential development in parts of the report area above that of surrounding areas. Modelling of population is frustrated because of uncertainty in predicting the uptake of redevelopment opportunities and the ratio of residential to commercial stock. Under the South Brisbane Riverside Neighbourhood Plan, Brisbane City Council forecasts a residential population of 33,000 (an increase of 25,000 residents) in the South Brisbane Riverside area by 2031.

An approximate population forecast for the West End Highgate Hill report area is 25,700. This figure comprises the existing population of 12,000, an additional 10% or 1,200 residents accommodated through infill development and an additional 12,500 residents accommodated through brownfield redevelopment west of Montague Road in the area comprising half of the South Brisbane Riverside Neighbourhood Plan area and thus half its forecast additional population of 25,000. This estimate assumes marginal infill growth in character areas of Highgate Hill and West End and large-scale redevelopment of industrial sites under the South Brisbane Riverside Neighbourhood Plan.

The forecast significant increase in population will increase the requirement for all social infrastructure. Potential changes to the demographic profile; wealth,

education, age profile etc. are difficult to predict but will require identification and assessment in order to determine future social infrastructure requirements.

3.4 Indigenous Population

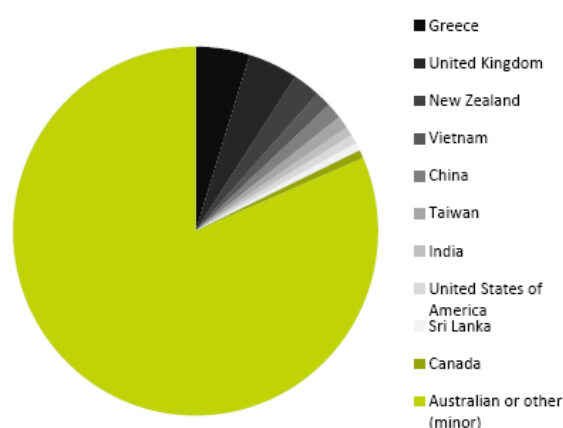
West End has an indigenous population of 127 people, representing 2.1% of the population. Comparatively, Highgate Hill has an indigenous population of 82 people which comprises 1.5% of the population. The indigenous population of Brisbane City is 1.4%, Inner North Brisbane 0.9% and Inner South Brisbane 1.7%. The indigenous population has decreased from 2.3% in West End and from 2.0% in Highgate Hill since 2001.

The report area has a significant indigenous population above the regional and local average. While the indigenous population appears to be decreasing it remains a proportionally significant element of the report areas population. The specific needs of the indigenous population, their significant past and continued association with the report area is an important consideration in the provision of culturally appropriate social services.

3.5 Ethnic Populations

A total of 32.1% of West End's population and 29.7% of Highgate Hill's population were born overseas, compared to 24% of Brisbane's population. The most common countries of birth were; the United Kingdom (4.9%, 4.4%), Greece (3.7%, 4.8%), New Zealand (3.0%, 2.4%), Vietnam (2.7%, 1.4%) and China (1.3%, 1.4%). Overall, 29.9% and 26.6% of the overseas born population of West End and Highgate Hill were recent arrivals, arriving post 2001, compared to 24.4% for Brisbane. The proportion of overseas residents has remained stable between 2001 and 2006.

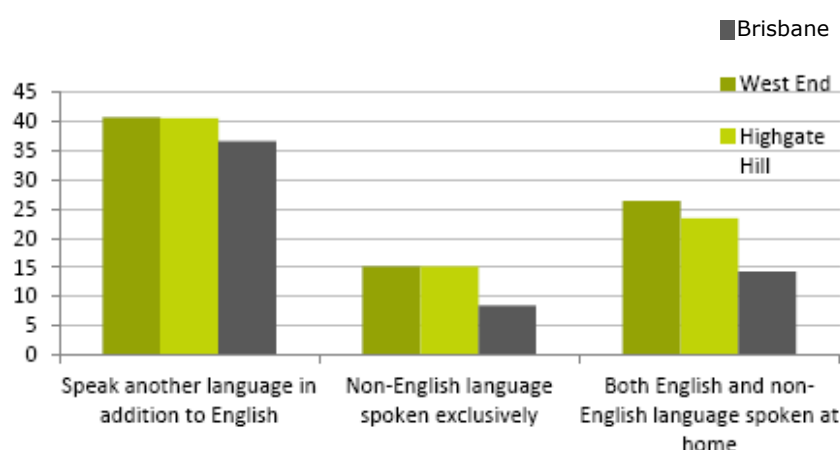
Figure 2 - Country of Birth for the Population of West End, Highgate Hill and Brisbane, 2006



Source: ABS 2006

A total of 40.7% of residents of West End and 40.5% of residents of Highgate Hill spoke a language in addition to English, compared to 36.6% for Brisbane. 15.2% of residents in West End and Highgate Hill spoke a non-English language exclusively, compared to 8.5% for Brisbane. Overall, 26.3% of West End residents and 23.4% of Highgate Hill residents spoke a non-English language at home compared to 14.3% for Brisbane, the most common languages being Greek (8.6%, 9%), Vietnamese (3.4%, 1.5%) and Mandarin (1.5%, 2.2%). The proportion of residents who spoke non-English languages at home has remained stable between 2001 and 2006, however the composition of languages shows a decline in households speaking Greek and an increase in those speaking Mandarin.

Figure 3 - Language Proficiency in West End, Highgate Hill and Brisbane, 2006



Source: ABS 2006

The high proportion and diversity of overseas born residents and the frequency of residents and households which spoke non-English languages indicates the high ethnic and cultural diversity of the report area. There is some evidence to suggest changes in the ethnic composition of the report area reflective of contemporary immigration patterns. The high proportion and diversity of ethnic residents in the report area and the high non-English speaking population is noteworthy in the provision of culturally appropriate and accessible social services.

3.6 Community Age Profile

The population of West End and Highgate Hill comprises a high percentage of young adults aged from 18 - 24 years old (14.8% and 14.0%) and 25 - 34 years old (22.2% and 21.2%) respectively, compared to Brisbane (12.0% and 16.0%).

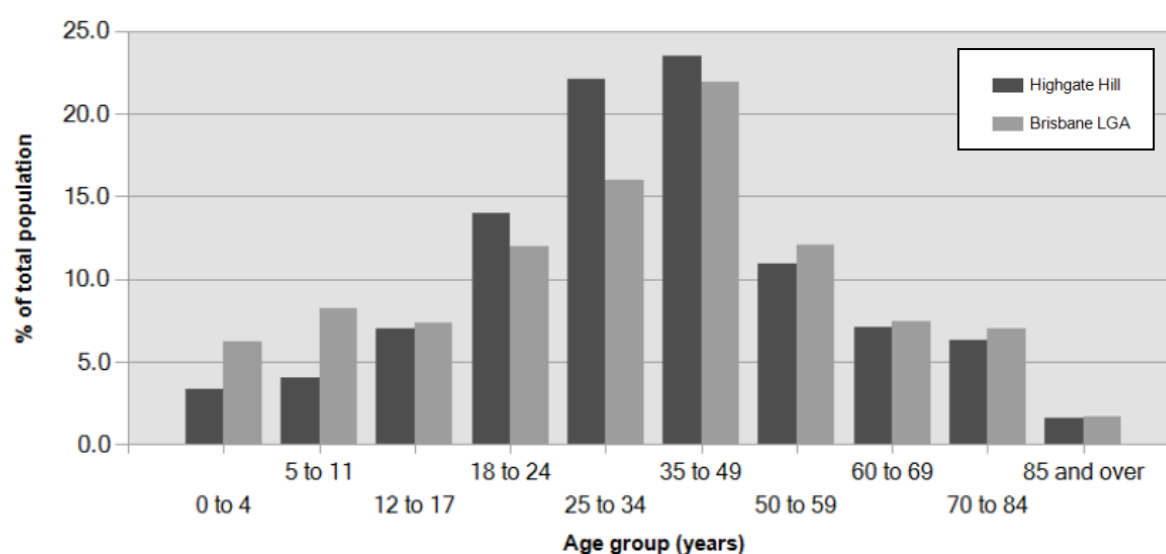
Conversely the report area has a low percentage population of youths (14.6% and 14.5%), and elderly (14.3% and 15%) compared to Brisbane (21.1% and 16.1%).

Between 2001 and 2006 the greatest changes to the age profile of the population of the report area was an increase in the number of residents in the

35 to 49 and 49 to 59 age brackets, while the youth and elderly aged brackets experienced low or negative growth.

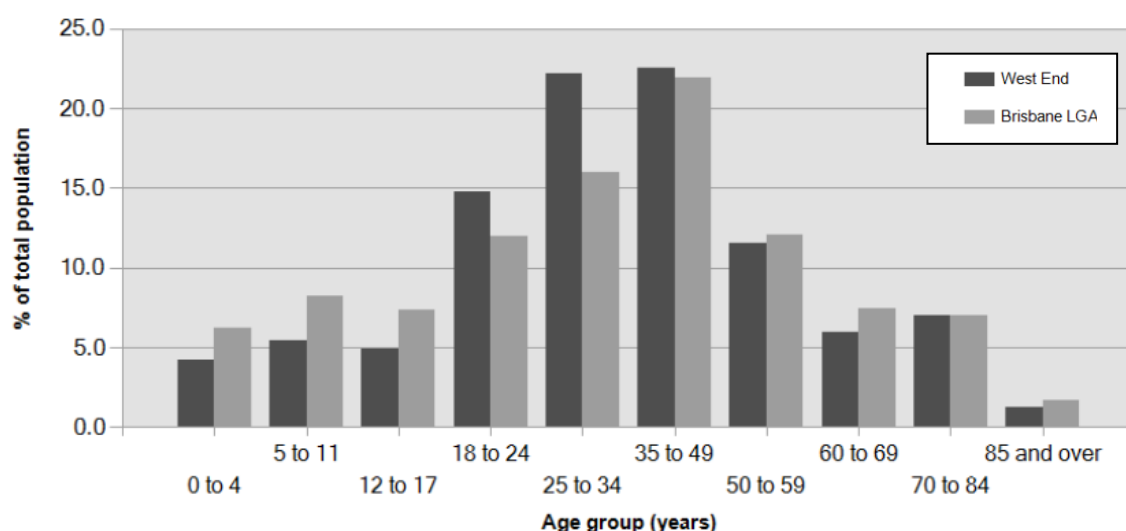
The low youth population has particular impacts on the demand for childcare facilities and schools and the types of community social places. Equally, the low elderly population influences the demand for social infrastructure such as retirement and nursing homes, and the focus of health care services. It is not expected that current high middle aged population will give rise to a burgeoning elderly population but rather according to past and current trends elderly residents retire outside the area.

Figure 4 - Age Structure of Highgate Hill and Brisbane, 2006



Source: ABS 2006

Figure 5 - Age Structure of West End and Brisbane, 2006



Source: ABS 2006

3.7 Socio-Economic Disadvantage

The Index of Relative Socio-Economic Disadvantage is a composite index which provides a broad gauge of an area's socio-economic characteristics based on demographic community attributes including income, educational attainment, employment/unemployment, and occupations.

West End and Highgate Hill score low on the Index of Relative Socio-Economic Disadvantage achieving 994.7 and 1024.6 respectively compared to Brisbane's score of 1047.6. This shows the population of the report area has a combination of low incomes, low educational attainment, high unemployment and employment in unskilled occupations.

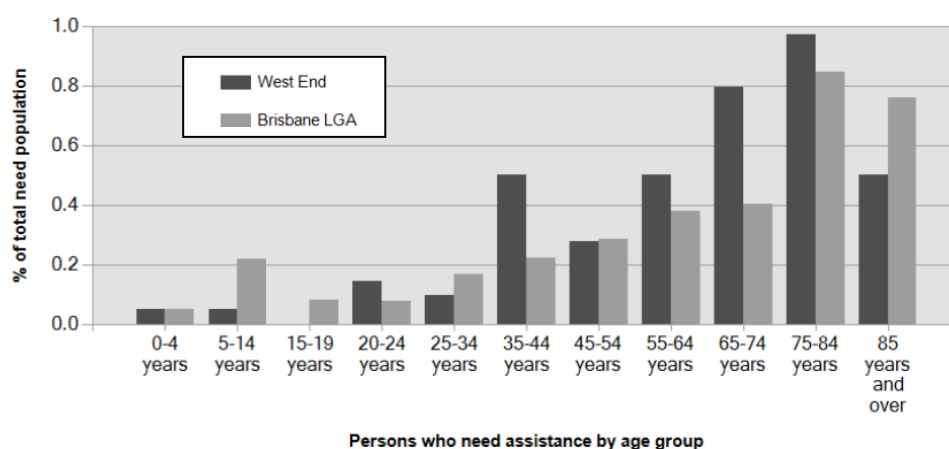
This index, as a composite measure of socioeconomic disadvantage is a key indicator of a higher demand for social infrastructure in the report area, however further demographic profiling is needed to determine the specific social infrastructure in demand.

3.8 Assistance

Persons needing assistance are defined as people who need assistance in their day to day lives with self-care, body movements or communication because of a disability, long-term health condition, or old age. In West End and Highgate Hill 3.9% (240 people) and 4.0% (213 people) of residents respectively identified as requiring assistance, both slightly above the Brisbane average of 3.5%. No time series data is available for assistance requirements.

The level of assistance required by the community directly impacts the demand for social services and infrastructure including health and disability support services. The specific nature of the assistance required however is not enumerated by accessible data, making it difficult to determine the exact needs of the community. Moreover the lack of time series data available frustrated forecasting.

Figure 6 - Persons in Need of Assistance within West End and Brisbane, 2006



Source: ABS 2006

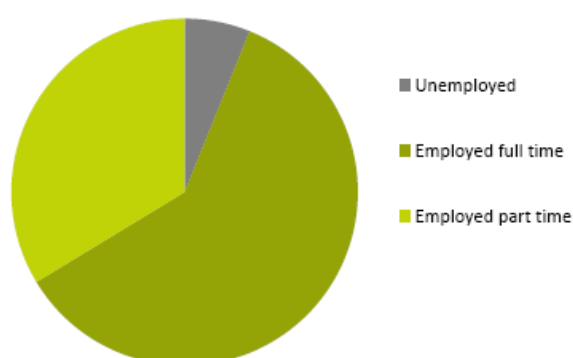
3.9 Employment

Unemployment in the report area is 6%, with 59% of the population employed full time and 33% employed part time. These figures compare unfavourably to Brisbane with 4% unemployment, 63% full time and 30% part time employment.

A high percentage of West End and Highgate Hill residents are employed in education and training industries (14.2% and 12.9%) and professional, scientific and technical services (12.3% and 12.7%) and a smaller number in the construction (3.6% and 3.7%) and manufacturing industries (5.4% and 5.4%) compared to Brisbane (9.0%, 9.5%, 3.6% and 8.8%). Common occupations are professional (38.0%, 38.1%), administrative (13.8%, 12.9%) and managerial roles (10.5%, 11.9%).

The employment characteristics of the report's population area gives an indication of the areas socioeconomic characteristics and thus the communities demand for social infrastructure and support services. High unemployment and part time employment indicates a need unemployment services and social infrastructure to support a low socioeconomic demographic. Employment industry and occupation information however suggests a high socio-economic demographic, possibly indicating a divided and contrasting community socio-economic demographic.

Figure 7 - Total Employment Figures for West and Highgate Hill, 2006



Source: ABS 2006

3.10 Individual and Household Income

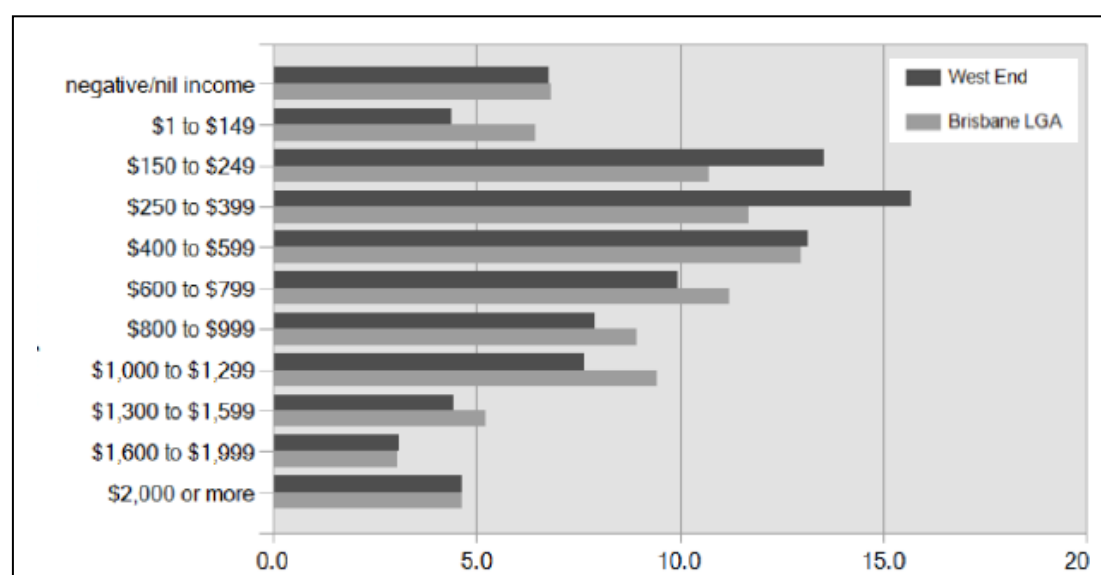
Low incomes (less than \$400 per week) are earned by 40.4% of the population of West End and 35.8% of the population of Highgate Hill, slightly higher than the Brisbane average of 35.6%. However, the percentage of high incomes (more than \$1,000 per week) (20.0% and 22.9%) matched the Brisbane average of 22.3%. From 2001 to 2006 West End and Highgate Hill both recorded increases in the percentage of residents in the highest income quartile.

On a household level, 22.4% of West End and 26.7% of Highgate Hill households earned a high income (more than \$1,700 per week); however, this rate was less

than 28.6% for Brisbane. Accordingly a high number of households earned a low income (less than \$500 per week), 23.3% for West End and 19.1% for Highgate Hill compared to the Brisbane figure of 15.2%. Between 2001 and 2006 West End and Highgate Hill both recorded increases in the percentages of residents in the highest income quartile and decreases of residents in the lowest income quartile.

The high percentage of both low incomes and high incomes show that the population of the report area is non-homogeneous, but rather features two contrasting socio-economic demographics. The time series data shows a continuing shift towards a high income demographic which could threaten the social welfare of the existing low income demographic by driving property prices, and changing the nature of the services available making the area increasingly unliveable for lower income groups. Planning for the contrasting socio-economic demographics must consider both groups requirements.

Figure 10 - Weekly Individual Income, West End and Brisbane, 2006



Source: ABS 2006

3.11 Education Profile

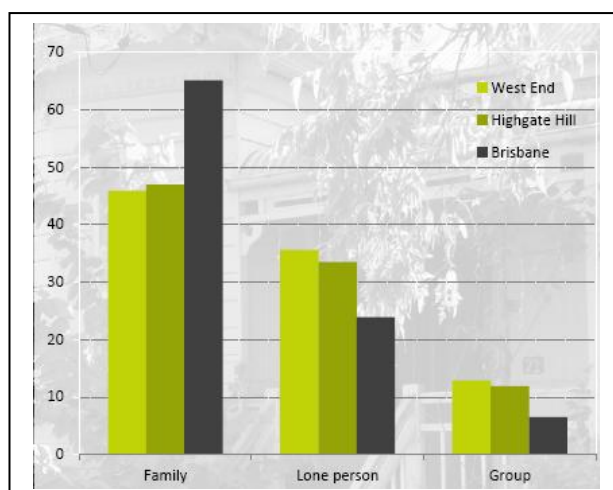
The population of the report area is generally well educated; a high percentage of residents held high school qualifications (63.8%, 63.7%) and bachelor or higher degrees (35.3%, 35.8%) compared to the Brisbane average (55.4% completing high school and 23.3% with bachelor degrees). Overall, 37.2% of residents held no qualifications, significantly lower than 43.0% for Brisbane. Between 2001 and 2006 the number of residents holding bachelor or higher degrees increased while the number with no qualifications decreased. The number of residents currently attending university (14.0%, 12.2%) is almost twice that for Brisbane (7.1%), while the number attending primary school (5.1% and 3.8%) and secondary school (3.6% and 5.1%) is lower than for Brisbane (7.7%, 5.6%).

The population's high education level supports the higher socio economic characteristics indicated by the employment industry and occupation data which require lower levels of social support. The high tertiary student population is a significant demographic influencing the focus of social services. The low primary and secondary student population influences the demand for education facilities.

3.12 Household Demographics

Overall, West End and Highgate Hill have a lower proportion of family households (45.9%, 47.0%) compared to Brisbane (65.1%), but a larger number of lone person (35.6%, 33.5%) and group households (12.9%, 11.9%) compared to Brisbane (23.9% and 6.5%). The report area had a smaller percentage of couples with children (36.9%, 32.6%) and a larger percentage of single parent families (44.1%, 15.3%) than Brisbane (44.1% and 15.3%). No significant changes to household or family structures occurred between 2001 and 2006.

Figure 11 – Household Demographics in West End, Highgate Hill and Brisbane, 2006



Source: ABS 2006

3.13 Volunteer Work

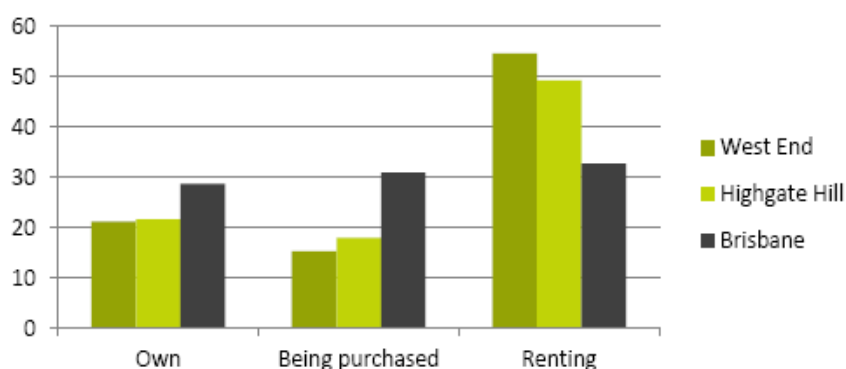
In West End, 22.1% of the population reported performing voluntary work, while in Highgate Hill the figure was 22.6%, both being significantly above the Brisbane average of 18.8%. Overall, 8.2% of West End residents and 7.9% of Highgate Hill residents provided unpaid assistance to a person with a disability, long term illness or old age, comparable to Brisbane with 9.2%. While these figures are noted, they do not represent an underlying demand for social infrastructure. The higher level of voluntary work could equally result from a heightened community social conscience as from a community need.

3.14 Property Tenure

The majority of properties in the report area are rented. A low percentage of the population of the report area owned (21.2%, 21.6%) or was purchasing (15.2%, 18.0%) their dwelling compared to Brisbane (28.7% and 30.9%). Consequently, a higher number were renting (54.6%, 49.3%) compared to Brisbane (32.7%). West End featured almost double the occurrence of properties rented from the Government (6.4%) than in Brisbane (3.6%). No significant changes in tenure occurred between 2001 and 2006.

While property tenure alone does not reveal socio-economic advantage or disadvantage, a prominence of rental properties can inconclusively indicate a highly mobile population which can require greater social support services. The high percentage of public housing indicates a greater need within in the population for financial support and other social services. It is important to note this data omits data on homelessness and does not distinguish affordable housing such as that provided by non-profit organisations such as Brisbane Housing Company from the mainstream rental market.

Figure 12 - Housing Tenure in West End, Highgate Hill and Brisbane, 2006



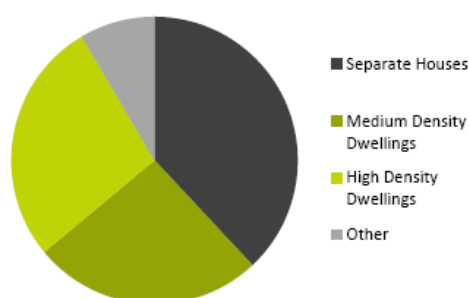
Source: ABS 2006

3.15 Dwelling Stock

In West End and Highgate Hill, 40.4% and 36.0% of dwellings respectively are separate houses, 24.6% and 27.5% area medium density dwellings, and 26.9% and 28.5% are high density dwellings. This is a significantly greater percentage of medium and high density dwellings than the Brisbane averages of 15.8% and 9.6%. Time series data shows that between 2001 and 2006 a significant increase in medium and high density dwellings has occurred.

Residents of medium and high density dwelling as are common in the report area generally require greater community social infrastructure such as public open space and recreation facilities. The growing predominance of medium and high density dwellings is more likely to attract young adult residents and smaller households thus limiting the growth in demand for youth focused social services and infrastructure.

Figure 13 - Dwelling Stock in West End, Highgate Hill and Brisbane, 2006



Source: ABS 2006

3.16 Key Findings from Demographic Analysis

Experience demonstrates that failing to adequately provide social infrastructure for communities undergoing changed patterns of employment and income distribution, as well as demographic and social changes threatens their ability to provide adequate social services.

Table 1 summarises the key demographic characteristics of the West End-Highgate Hill area, their impact on social infrastructure resources, as well as forecasting the needs of future populations.

Table 1 - Key Findings from Demographic Analysis (Chatwin et al 2011)

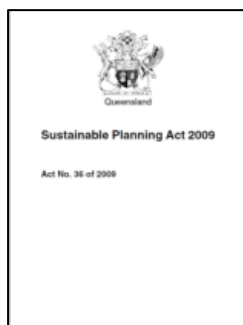
Demographic Characteristic	Impact on Demand for Social Infrastructure and Services
Population forecast to grow significantly.	Significantly increased and growing demand and strain on all types of social infrastructure.
High young adult and middle age demographic with a low percentage of young and elderly people.	Smaller relative demand for medical and social services aimed at the elderly and education and social services for young people than other areas. This demand will increase in the future as the population ages.
Dichotomy of socioeconomic groups; the socio-economically disadvantaged and an educated professional demographic.	Dichotomy of social infrastructure needs; a high need from some community members and a lower/different need from others. Important to support the socio-economically disadvantaged residents who may be further disadvantaged by increasing numbers of high socio-economic professionals.
Above average percentage of low income individuals and households and a high socioeconomic disadvantage index	A significant requirement for low socioeconomic support services.
High indigenous and ethnic populations	Social infrastructure and services need to be appropriate and accessible to the indigenous and ethnic groups within the community.
A high and increasing number of medium and high density dwellings	A high and growing need for public social and recreation opportunities.

3.17 Policy Context

Queensland state and local governments have produced a range of policy and planning documents to provide a framework for managing population growth, infrastructure and lifestyle.

In 2003, following a decade of voluntary regional planning initiatives in SEQ, state and local governments recognised more needed to be done to manage the impacts of the region's rapid population growth. In 2004 the *Integrated Planning Act 1997* (IPA) was amended to provide a statutory, or legal, basis for regional planning.

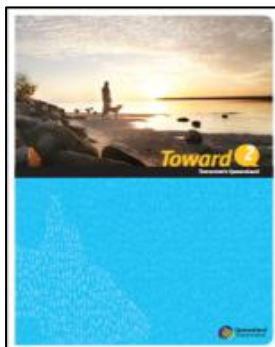
3.17.1 Sustainable Planning Act, 2009



Replacing the 1997 *Integrated Planning Act* the *Sustainable Planning Act 2009* (Qld) (SPA) forms the foundation of Queensland's planning and development assessment legislation.

The purpose of SPA is to balance community well-being, economic development and the protection of the natural environment by providing a framework for managing growth and change within the State.

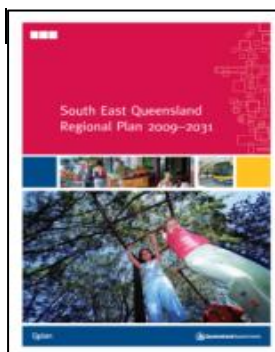
3.17.2 Toward Q2: Tomorrow's Queensland, 2008



The State government's vision for Queensland is outlined in *Towards Q2: Tomorrow's Queensland* to be strong, green, smart, healthy and fair.

Q2 framed around five ambitions and 10 long-term, measurable targets that address current and future challenges for Queensland.

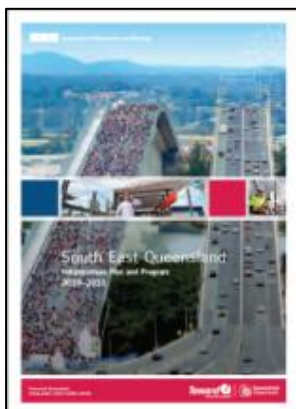
3.17.3 South East Queensland Regional Plan, 2009



The South East Queensland Regional Plan 2009-2031 is the Queensland Government's plan to manage growth and protect the region's lifestyle and environment.

The plan responds to issues such as continued high population growth, traffic congestion, climate change and employment generation. The plan balances population growth with the need to protect the lifestyle qualities of South East Queensland residents.

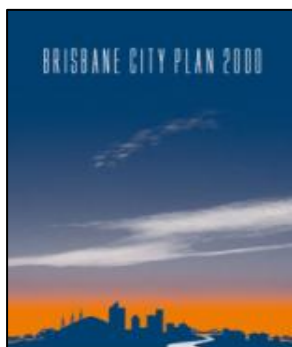
3.17.4 South East Queensland Infrastructure Plan and Program 2010-2031



The *South East Queensland Infrastructure Plan and Program 2010-2031* (SEQIPP) outlines the estimated infrastructure investment across SEQ to 2031, and represents a long-term commitment to infrastructure delivery in SEQ.

Within the Greater Brisbane area the SEQIPP estimates an investment of \$60.4 billion by 2031. For Brisbane specifically this will mean improvements to public transport infrastructure and services; a focus on infrastructure that supports residential and employment opportunities in centres close to public transport nodes; and a major regional health infrastructure renewal including the construction of the new Queensland Children's Hospital at South Brisbane.⁴

3.17.5 Brisbane City Plan 2000



All building and development in Brisbane is directed by the Brisbane City Plan 2000 (City Plan). City Plan sets out what community members can build and shows where new development should go. Brisbane City Council assesses proposed new development against the City Plan.

The City Plan contains three elements - a strategic plan (the vision for the way the city will develop); rules (practical rules and legal requirements that developments must address); Local and Neighbourhood Plans (development regulations specific to certain areas).⁵

3.17.6 West End Woolloongabba District Local Plan



The West End Woolloongabba District Local Plan contains specific additional planning requirements. Where it conflicts with the requirements of the *City Plan*, the Local Plan prevails.⁶ Major components of the plan include:

- Maximum building height of 10 storeys;
- Average building height of 3 storeys;
- A variety of dwellings and buildings is encouraged;
- Retention of character housing is encouraged.

⁴ South East Queensland Infrastructure Plan and Program, Department of Local Government and Planning, 2010

⁵ City Plan 2000, BCC, 2011

⁶ Brisbane City Plan 2000, BCC, 2011

3.17.7 South Brisbane Riverside Neighbourhood Plan 2011

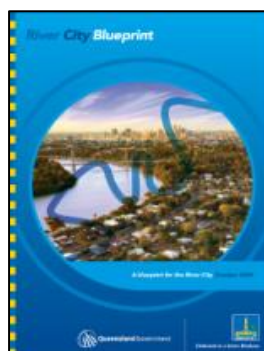


Following Queensland Government approval, in April 2011 Brisbane City Council endorsed the South Brisbane Riverside Neighbourhood Plan. The Neighbourhood Plan is now the legal document that guides future land use and development in the South Brisbane Riverside area.⁷

The South Brisbane Riverside Neighbourhood Plan aims to:

- retain the village character of Boundary Street;
- increase mixed use development in the Kurilpa Precinct;
- improve pedestrian movement and connections;
- create new public spaces;
- support new and existing public transport.

3.17.8 River City Blueprint



The River City Blueprint is a joint project of Brisbane City Council and Queensland Government's Department of Local Government and Planning that will look at how inner Brisbane should develop over the next 20 to 50 years. The release of the Draft River City Blueprint, previously scheduled for early 2011, has now been postponed due to the January 2011 flood event.

The River City Blueprint will draw together all existing plans, studies and strategies for suburbs within a five kilometre radius of the CBD to generate a single, consolidated vision for the area. It will also create a cohesive framework to manage future growth and infrastructure delivery.

The Blueprint aims to address a range of issues including the location of new housing and commercial development options, improvements to public spaces, new public transport systems and river crossings, social infrastructure and housing to meet the existing and future needs of all residents, workers and visitors.⁸

The project will be a non-statutory (non-legal) document that will inform the ongoing development of government policy and projects including:

- SEQ Regional Plan and Infrastructure Plan and Program;
- Brisbane City Plan;
- Brisbane Economic Development Plan;
- Brisbane Long Term Infrastructure Plan;
- Current and future neighbourhood plans .

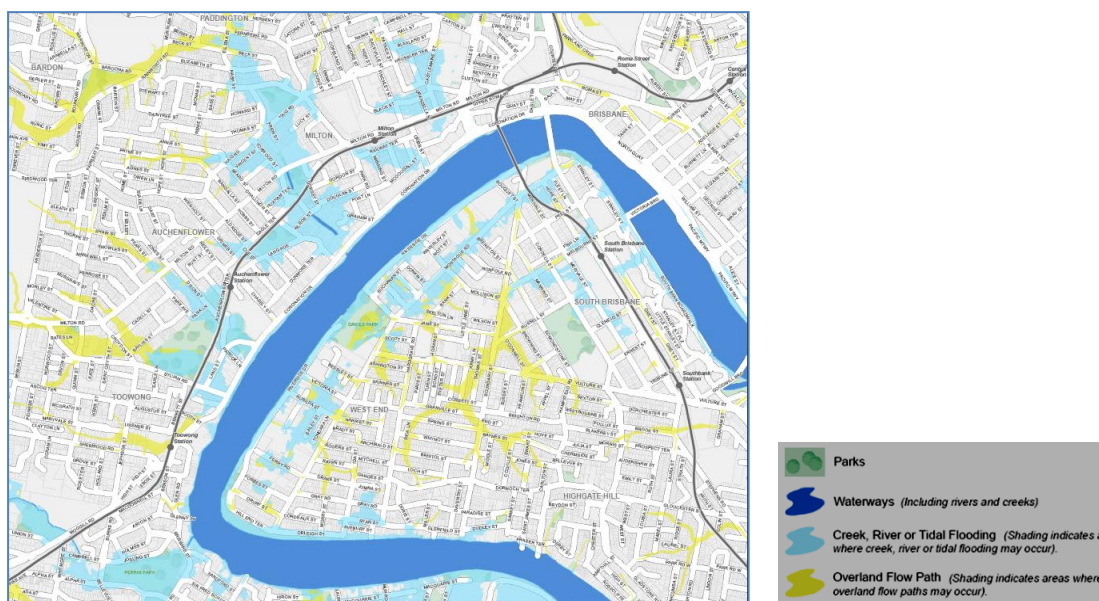
⁷ Brisbane City Plan 2000, BCC, 2011

⁸ River City Blueprint, Queensland Government & BCC, October 2009.

3.18 Flooding and Brisbane City

Brisbane is a city situated on a low-lying floodplain that has suffered three major floods (February 1893, January 1974, and January 2011) since colonisation. As well as being at an increased risk of flooding the South Brisbane Peninsula experiences tidal flooding and overland flow (see Figure 14). Overland flooding is the excess run-off during high rainfall events that travels overland following low-lying, natural drainage paths.

Figure 14 – Flood Flag Map, West End (BCC, 2009)



3.19 Flooding and the South Brisbane Riverside Neighbourhood Plan

Brisbane City Council information shows that some areas of the report area are subject to periodic flooding from the Q100 defined flood event. Whilst the exact level changes within the Strategy Area, it is understood that the Q100 level is essentially at, or about, 5m AHD (Australian Height Datum).⁹

Under Council's 2009 provisions basement car parks are permitted within flood affected areas providing that perimeter wall, air vents and entry/exit ramps are above the DFE (Defined Flood Event) for the Brisbane River and Q100 level.¹⁰

3.20 Joint Flood Taskforce Report 2011

The January, 2011 floods saw parts of West End and Highgate Hill inundated with water. Although water levels did not peak at the same heights as the 1974 Brisbane floods, it raised concerns about the effects of flooding in the West End-Highgate Hill area on both existing properties and the risk of flooding on future development (Chatwin et al 2011).

⁹ South Brisbane Riverside Renewal Strategy (Final Draft), BCC, July 2009.

¹⁰ South Brisbane Riverside Renewal Strategy (Final Draft), BCC, July 2009.

Figure 15 - West End 'before' and 'after' the 2011 Flooding (ABC, 2011)



In February, 2011 a Joint Flood Taskforce was established to review flood control levels. One of the questions the report asked was 'What standard should be used to enable new development and redevelopment to proceed with confidence and certainty?

The Report's findings adopted a precautionary approach stating that the January 2011 flood event 'should be used as the *interim* standard on which Brisbane City Council bases its decisions concerning habitable floor levels for new development and should be a consideration for habitable floor levels for redevelopment of existing properties.'¹¹

¹¹ Joint Flood Taskforce Report, BCC, March 2011, p.6.



Future Developments

4 Tomorrow

4.1 Recent History of Development in West End

Following redevelopment of the adjacent Expo site for the Southbank Gardens in 1989-91, the option for the intensive commercial development of the eastern half of the suburb was forestalled by a coalition of local, professional and academic opposition, and the area was planned for balanced conservation and development by means of the 1991 Expo Area Complementary Development Plan, produced by Brisbane City Council to balance the two forces of conservation and development. Among significant planning factors considered by the plan were:

- The suburb's traditional role as a low to medium cost residential rental; area providing accommodation to newly arrived residents and city centre workers and students;
- The high levels of public housing and heritage buildings of old Queenslander and Federation styles ;
- The widely valued role of the Boundary Street/Vulture Street shopping and cultural centre as a multicultural focus;
- The number of surrounding large sites and features with dominant uses in nearby Woolloongabba and Dutton Park, including the 'Gabba' sports stadium, the Princess Alexandra (PA) Hospital, the then Boggo Road Jail and the University of Queensland (linked by ferry across the Brisbane River).

As a result of these planning policies, for twenty years the area retained much of its traditional residential and 'home occupations' character. Meanwhile, a number of developments enhanced its natural nodality:

- Busways linking the city centre to the south eastern and bayside suburbs and the commercial, research and medical sites to the immediate south
- The 2003 opening of the pedestrian Goodwill Bridge linking South Brisbane and West End to the Gardens Point campus of QUT and the George Street government precinct of the CBD;
- The 2007 opening of the Eleanor Schonell 'Green Bridge' for pedestrians, cyclists and buses, linking Dutton Park to the University of Queensland campus in St Lucia, and providing a southwestern access to the site for active and public transport;
- The 2009 opening of the Kurilpa Bridge linking the suburb's northernmost corner at Kurilpa Point to the CBD;
- The 2010 'Go Between' vehicle toll bridge, bringing metropolitan traffic flows through the north of the suburb, creating both an increased physical barrier and generating more local traffic.

The adjacent suburb of South Brisbane also contains South Bank Gardens, the state's largest and most significant inland cultural and recreational complex, occupying key locations fronting the Brisbane River, linked by the new bridge

from South Brisbane to the Gardens Point campus of QUT. West End itself is currently facing issues of identity involving the future balance between its traditional residential role linked to cultural and ethnic diversity; its urban village and bohemian character akin to New York's Greenwich Village, Paris's Left Bank or London's Notting Hill, emphasising professional and creative industries; and the City Council's planning vision of the area as the location for intensive city centre office and apartment block development (Heywood 2011).

4.2 Future Populations

While Brisbane's inner five kilometres is only 6% of the area of Brisbane it is home to one quarter of Brisbane's population. In 2008-09, the largest increase in population density in Brisbane occurred in the SLA of West End, which increased from 3,700 to 4,100 people per sq km, an increase of 340 people per sq km.¹²

With the Inner Brisbane population projected to increase by over 40,000 people to around 140,000 by 2031, and as land supplies in the CBD and Inner North East are exhausted, growth will be increasingly concentrated in the Inner South (composed of the SLAs of Dutton Park, Highgate Hill, South Brisbane and West End).¹³

4.3 Urban Renewal Brisbane

To prepare and implement renewal activities for neighbourhoods within 5km of the City Centre Brisbane City Council established the Urban Renewal Brisbane (URB) program. URB began its activities in Brisbane's inner north-east targeting five suburbs (730 hectares) for renewal – Fortitude Valley, New Farm, Teneriffe, Newstead and Bowen Hills. Urban renewal plans have now been generated for more than 1000 hectares of inner-city land including South Brisbane.

URB plans have the capacity to accommodate 40% of the SEQ Regional Plan infill dwelling targets by 2031. The SEQ Regional Plan calls for 156,000 additional dwellings in Brisbane of which 138,000 (88%) would be achieved through infill and redevelopment.¹⁴

4.4 South Brisbane Riverside Renewal Strategy

Urban Renewal Strategies set out provisions to guide development, including height, land use and streetscape type. Renewal activities for the South Brisbane Riverside area were developed under the South Brisbane Riverside Renewal Strategy (SBR Renewal Strategy).

Figure 18 shows the location of URB's Renewal Strategy in relation to broader state and local government planning policy and presents the progression of the South Brisbane Riverside Renewal Strategy within the URB planning framework.

¹² Regional Population Growth, Australia 2008-09, ABS, March 2010

¹³ Inner Brisbane Reinvents Itself, Queensland Treasury, March 2010

¹⁴ David Cowan, URB, November 2009

For an overview of state and local government planning and policy documents to manage population growth, infrastructure and lifestyle see section 3.17.

4.5 South Brisbane Riverside Neighbourhood Plan

In April, 2011 the Queensland Government approved the South Brisbane Riverside Renewal Strategy to be converted into the statutory South Brisbane Riverside Neighbourhood Plan (SBRNP).

Figure 16 – Boundaries of Suburbs Incorporated into the SBRNP

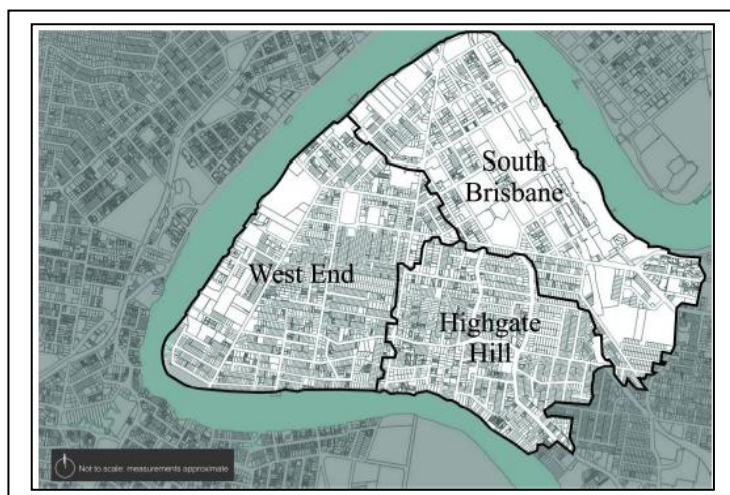
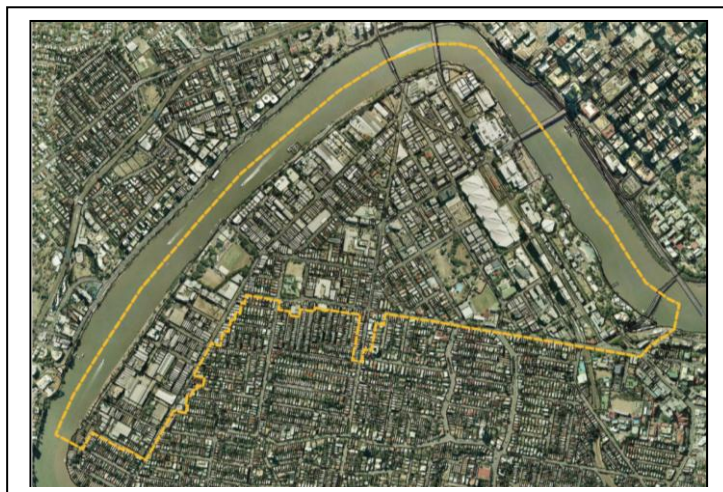


Figure 17 - Aerial View of South Brisbane Riverside Neighbourhood Plan



4.6 SBRNP Priority Infrastructure Plan

The SBRNP will be supported by a Priority Infrastructure Plan (PIP) which identifies what infrastructure is required and sets out strategies to deliver infrastructure in a timely manner.

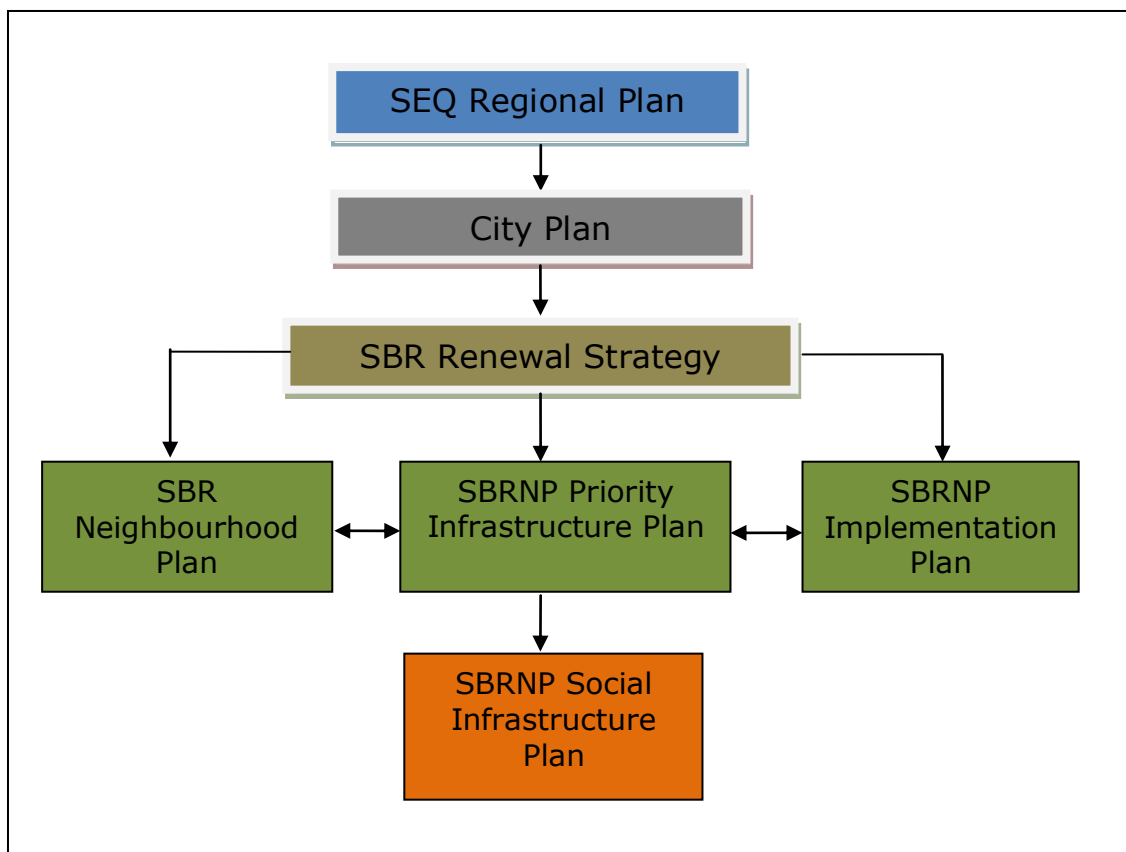
Desired Standards of Service (refer to section 4.10) will inform the PIP regarding the standard to which Brisbane City Council aims to deliver the infrastructure, as well as determining charges for the development infrastructure.

Non-statutory elements of the PIP are compiled into an implementation plan.

4.7 SBRNP Social Infrastructure Plan

The SBRNP Social Infrastructure Plan is yet to be completed with no date in terms of timing. The SBRNP Social Infrastructure Plan will be a URB internal review document and therefore is not made publicly available.

Figure 18 - Urban Renewal Brisbane Planning Framework



4.8 Social Infrastructure – Background

In the early 1990's governments across Australia moved to establish benchmarks to cost the provision of community services. At this time there were also trends towards output based funding and competitive tendering for non-government organisations providing social services (Casey 2005).

In the intervening years related concepts such as social capital, community capacity building and social exclusion/inclusion have begun to receive the endorsement of policy makers. However, definitional issues, plus difficulties in operationalising the concepts and lack of agreement on how to measure them have impeded their usefulness. Despite these difficulties, there is a growing awareness by policy makers of the importance of social factors for achieving broader public policy outcomes. Although the concept of social infrastructure is included in a raft of policy document and planning instruments it is often interpreted, and practiced, as the provision of physical assets to communities.

4.9 Defining Social Infrastructure

The SEQRP 2002-2026 *Implementation Guide No 5 Social Infrastructure Planning* defines social infrastructure as:

'The community facilities, services and networks which help individuals, families, groups and communities meet their social needs, maximise their potential for development, and enhance community wellbeing.

They include:

- universal facilities and services such as education, training, health, open space, recreation and sport, safety and emergency services, religious, arts and cultural facilities, and community meeting places;
- lifecycle-targeted facilities and services, such as those for children, young people and older people;
- targeted facilities and services for groups with special needs, such as families, people with a disability and Indigenous and culturally diverse people.¹⁵

Different understandings of what constitutes social infrastructure will determine whether communities are provided with physical assets alone or if community capacity building mechanisms are built into the delivery model.

Casey (2005) defines social infrastructure as a *combination* of both hard and soft infrastructure and provides the following descriptions:

'Hard' infrastructure focuses on the provision of facilities that are essential for community functioning. Basic utilities such as water, gas and electricity, waste, transport provision support the framework in which a community transacts

¹⁵ SEQRP 2002-2026 Implementation Guide No 5 Social Infrastructure Planning, Queensland Government, June 2007

economic, social and environmental activity. Hard infrastructure also includes community facilities and public buildings which are essential in supporting community life by meeting people's community developmental, recreational, social and cultural needs (Casey 2005).

'Soft' infrastructure involves responses to both the needs of communities, while simultaneously building the capacity of local people and groups to respond to current and future needs. It is not simply about providing physical assets but about enhancing skills and knowledge and access to a range of appropriate services and responses (Casey 2005).

Recommendation - this report notes that when sectoral delivery is focussed on the provision of hard infrastructure it overlooks the role of sustainable infrastructure in community capacity building. The report recommends advancing the integration of local, state and community representatives to achieve improved delivery, and a better understanding of planning needs and outcomes.

4.10 Desired Standards of Service and Social Infrastructure

Brisbane City Council use Desired Standards of Service (DSS) to determine current rates of service provision and as a predictor for future development needs. These are internal Council formulas that are not publicly available.

To provide an overview of how infrastructure requirements are converted into DSS this report draws on the SEQRP 2002-2026 *Implementation Guideline No 5 Social Infrastructure Planning*.

According to the Guideline generating a DSS is achieved by evaluating the adequacy of the existing supply of social infrastructure. This is done by reviewing the capacity and adequacy of existing supply, comparing the existing rates of provision against comparative rates of provision in similar urban contexts. DSS then set out the expectations for social infrastructure that are specified as a single facility per 1000 people.

4.11 Existing Social Infrastructure in West End-Highgate Hill

The following section was extracted from the South Brisbane Riverside Renewal Strategy (July 2009) and documents the outcomes of a Brisbane City Council report into the social infrastructure present within the South Brisbane Renewal area.

Table 2 – Social Infrastructure in South Brisbane Renewal Area (BCC, 2009)

EDUCATION	SENIORS
West End Primary School	West End Respite Centre, Thomas Street
Brisbane State High School (State)	Meals on Wheels, Vulture Street
Somerville House (Private)	Saint Nicholas Hostel, Appel Street West End
St Laurence College (Private)	Saint Nicholas Nursing Home, Hampstead Road

Griffith University (Queensland College of Art and Conservatorium and Film School)	CULTURAL
Southbank Institute of Technology	Green Flea Community Market, Davies Park
TAFE Open Learning	West End Club, Vulture Street
Royal Brisbane International College	Islamic Centre, Princhester Street
GENERAL COMMUNITY SPACE	Jagera Arts Centre, Musgrave Park
West End Community House, 4 Norfolk Road	The Greek Club, Browning Street
South Brisbane Sailing Club Hall,	Ahimsa House, Horan Street
Orleigh Park Hill End	Studio 13, Kurilpa Street Thomas Dixon Centre for Dance, Montague Rd
Croquet Club, Musgrave Park	Blind Association Hall , Vulture Street
LIBRARY	Queensland Art Gallery
State Library of Queensland	Queensland Gallery of Modern Art
West End Library	Bille Brown Studio
CHILD CARE	Queensland Performing Arts Centre
Sussex Street Kindergarten, Sussex Street	Aboriginal Centre for Performing Arts
C & K Kindergarten , Corbett Street	Brisbane Convention and Exhibition Centre
Kurilpa Community Child Care Centre, Gray Rd	Queensland Museum
Chinese Fraternity Association Child Care Centre	Queensland Maritime Museum
Greek Orthodox Community Child Care Centre	Queensland Centre for Photography
Hill End Child Care Centre and Pre-School	Suncorp Piazza
SPORT AND RECREATION	South Bank Parklands
South's Leagues Club, Davies Park	SOCIAL SERVICES
Brisbane Grammar Rowing Sheds "BoatShed"	Micah Projects Inc
Brisbane State High School Rowing Sheds, Davies Park	St Vincent De Paul
Brisbane & GPS Rowing Club, Hill End Terrace	
Musgrave Park Swimming Centre, Musgrave Park	

4.12 Community Feedback

Between 19 August and 17 September, 2009 Brisbane City Council received 4866 public submissions in response to the draft South Brisbane Riverside Renewal Strategy 2009. Key issues raised were:¹⁶

- Concern about population growth leading to a lack of future diversity and sense of community
- Need for social and affordable housing
- Traffic congestion, pollution, noise and safety concerns
- Lack of future planning for schools
- Need for community and cultural facilities and spaces
- Lack of existing and proposed parkland
- Retention of character and heritage
- Concern about 15 storeys and support for high street character on Boundary Street
- Objection to 30 storeys and predominantly commercial uses in Kurilpa
- Support for the Renewal Strategy

The section 'Social and Community Concerns' attracted 899 submissions. Of these submissions one hundred and sixty-eight (168) said the community needed more cultural facilities and spaces. Council responded by stating that a number of additional facilities and spaces had been identified for the area which would be funded and delivered through new development and Council projects.

One hundred and forty-three (143) submissions said there was no evidence of future planning for schools. Brisbane City Council responded by stating that the Queensland Government's Department of Education is responsible for identifying demand for new schools and appropriate sites to accommodate these. Council also stated that it would encourage the State Government to consider the provision of infrastructure including schools to support growth in the area.

One hundred and thirty-seven (137) submissions were concerned about population growth leading to a lack of future diversity and sense of community. Council stated that the Renewal Strategy caters for a range of different housing products and commercial opportunities that will contribute to the existing diversity and sense of community.

One hundred and twenty-one (121) submissions said there was a need for more social and affordable housing. Brisbane City Council responded by stating that social housing is a State Government responsibility and Council will encourage the Queensland Department of Housing to identify appropriate sites in the area based on the draft Neighbourhood Plan. Council will also encourage the development industry to consider affordable housing in their products and will continue to support not for profit organisations such as the Brisbane Housing Company to provide affordable housing as well.

¹⁶ Community Feedback, South Brisbane Riverside Renewal Strategy, September-October 2009

One hundred and two (102) submissions said more child friendly infrastructure was needed to provide recreation opportunities and safety. Council responded by stating that it has identified community infrastructure, which will be required to support growth including for the benefit of youth. Design considerations including safety will also contribute to a child friendly neighbourhood.

In response to sixty (60) submissions noting that there was no guarantee for social infrastructure Council advised that certain items of social infrastructure will be included in the Priority Infrastructure Plan and funded through development and other items will be funded by Council, the State Government or the private sector.

4.13 Community Consultation

The planning and provision of community infrastructure needs to ensure there is open and wide consultation, and community ownership of outcomes.

Community consultation formed part of the 2011 Community Planning Study prepared by QUT Urban and Regional Planning students. Community feedback was an essential part of identifying the current level of social service provision, use, areas of deficiencies and need for support, as well as potential impacts upon service provision as a result of population increase in the West End-Highgate Hill area.

Whilst a comprehensive list of stakeholders was developed and each individually contacted for consultation, a number of constraints limited stakeholder participation. Several of the organisations contacted were unable to participate due to a lack of resources and time. Although this limited the scope of the consultation it was considered that this highlighted which services required more resources and/or required further development.

The following organisations and service providers were unable to participate as a result of limited resources:

- Queensland Council of Social Services (QCOSS);
- West End Medical Centre;
- Micah Projects;
- Jacaranda Housing;
- West End Community Association (WECA).

Three key service providers in West End and Highgate Hill were able to participate - Aboriginal & Torres Strait Islander Community Health Service (ATSICHS) Brisbane, Kurilpa Community Childcare Centre (KCCC) and Brisbane State High School (BSHS).

The following summaries provide an insight into how urban planning is experienced at a community level.

4.13.1 Brisbane State High School (BSHS)

BSHS is the only state government operated high school in the area of West End and Highgate Hill and indeed, the peninsula and therefore provides an essential service for the area. However, the school does not just play the role of an education facility; it provides the opportunity for families to meet other families and make important links, strengthening and fostering a sense of community in the area. 2,200 students currently attend BSHS.

During the consultation process, Ms Rebecca Nicholas, Acting Head of Humanities and geography teacher at BSHS, revealed that the State Government has recently given consideration to incorporating Grade Seven students into BSHS. She said this would have a significant impact on the resources and support network of the school. Although parents have not raised direct concerns with her, Ms Nicholas noted that the areas of West End and Highgate Hill are clearly changing and that obviously changes in the demographic make-up of the area would have a consequent impact on social service provision in the future. Ms Nicholas also claimed that a population increase in the area would have a largely negative impact on BSHS, as a result of the finite level of resources available.

4.13.2 Kurilpa Community Childcare Centre (KCCC)

KCCC is a community based early childhood centre that provides links between and within the community; family and business. They provide the community with 'long day' child care services within a safe environment.

Consultation with Marisa Phillips, the director of KCCC revealed that over eighty families use their services during the week, with up to sixty children attending the Centre every day. Ms Phillips informed the consultation team that there is already a limited number and quality of child care centres in West End and as more families move into the area, this will increase the strain on these services and on parents. She also feels that there is little support from the state and local government, and little discussion concerning the provision of child care. She was particularly concerned about the lack of support offered to parents and families in the area.

4.13.3 ATSICHS Brisbane

ATSICHS Brisbane provides the indigenous population of West End and Highgate Hill with a range of holistic health care services. Social services are provided in the areas of alcohol and drug misuse and youth homelessness. The three key elements of the ATSICHS include accessibility, cultural appropriateness and specialist services.

During the consultation process Cameron Johnson, the Human Resources Manager at ATSICHS, revealed that between 250-300 patients are seen at ATSICHS every week, a number that has apparently increased substantially over the past few years. He is aware that the community is concerned about the strain on social services in the future as a result of a population increase,

however, he believes that the ATSICHS is in a good position to manage any potential increase in demand. Mr Johnson did mention, however, that child care centres were in need of increased support as a result of existing population increase, as well as the increase in the workforce in West End and Highgate Hill. He also believes that additional services need to be put in place for the large proportion of the population that is from a refugee or non-English speaking background.

4.13.4 Systems Analysis Research

For an additional perspective this report uses activity systems analysis research by Chatwin et al (2011) that identifies community values and resources along with the activities and programs required to produce favourable social outcomes. In the context of social infrastructure the findings of this analysis provides a qualitative perspective to the aims of social service provision in the SBRNP area.

The overarching finding of the analysis was the need to revitalise, retain, expand and improve connectivity within the existing network of social services and facilities located in the West End-Highgate Hill area to adequately support current and future populations.

The evaluation process made recommendations for:

- **Schools and education:**
To increase the capacity, provision and range of education facilities, including primary, secondary and 'life skills' institutions;
- **Disadvantaged and low socio-economic groups:**
To retain, improve and provide additional services for identified needs groups, particularly the elderly and mentally and physically disabled, and increase the capacity of existing social support groups and networks.
- **Indigenous and ethnic services:**
To retain, improve and increase access to and functions of social services for the Indigenous and ethnic population in the report area.
- **Public interaction and amenities:**
To provide improved public amenities to service social and community areas.
- **Childcare and family services:**
To improve family situations by providing adequate welfare, childcare and family support services.
- **Emergency Services and Health Care:**
To support the future population with adequate medical and health services and retain and improve access to emergency services.

4.14 Funding Social Infrastructure

Local governments often rely on Priority Infrastructure Plans and the related Infrastructure Charges Schedules as mechanisms to provide them with the capital required for social infrastructure. Because infrastructure charges in Queensland cannot be collected for community assets (i.e. built structures) and because councils rarely impose infrastructure charges on existing residents, this means of finance often recovers only a small proportion of the funds required for the land and initial infrastructure. The legislation does not allow for charges to be collected for the recurrent costs of maintaining the infrastructure or service.

The result is that existing gaps in provision for established communities and new assets for future communities need to be funded through other means. Due to the devolution of responsibilities, the scarce resources generally available, and the limited resources that can be generated by infrastructure charges for social infrastructure, governance structures at all levels are now promoting greater interdependence between public, private and community sectors.

4.14.1 Local Government and Funding Population Growth

The 2011 *Australia's Angry Mayors: How Population Growth Frustrates Councils* report into the impact of population growth and the provision of basic infrastructure on local government finances found that:

- Local governments have been raising property rates to meet the costs of population growth. These rises are more likely in more populous and rapidly growing communities;
- Almost one-third of respondents, particularly larger councils, said population growth was damaging their bottom line, and that they were concerned about upgrading infrastructure;
- About 80% of respondents use developer levies to help pay for the costs of population growth. Levies are used more widely by larger councils, and particularly in NSW and Queensland. Such levies increase the cost of housing for new residents (as developers pass on the costs) and force long-term infrastructure costs onto the current generation;
- Only a fraction of respondents thought their existing revenue mechanisms were wholly adequate. Indeed, more than half of the respondents in NSW and Queensland said the current setup was not satisfactory. Overwhelmingly, local councils think better access to ongoing revenue streams would alleviate some of the pressures of accommodating extra population.¹⁷

¹⁷ Australia's Angry Mayors: How Population Growth Frustrates Councils, Centre for Independent Studies, 2011.

4.14.2 Funding Social Infrastructure Going Forward

One of the challenges facing both the private and community sectors is collaborating with government to achieve a more pro-active role in social infrastructure planning and delivery.

New delivery models focussed on overcoming traditional sectoral boundaries offering partnership opportunities is one way to meet this challenge. Social investment is a mechanism through which the private sector can align with community to generate social capital, build community capacity, provide opportunities for partnership development, as well as support social enterprise and social entrepreneurship. This approach is particularly relevant in the West End-Highgate Hill area known for its strong values of diversity and community.

Recommendation - the report notes the existing gaps in funding provisions for the needs of both established and future communities, and recommends incorporating social infrastructure funding requirements into the planning stage of the Social Infrastructure Plan.

4.15 Social Infrastructure Planning Going Forward

Redevelopment of existing urban areas such as the West End-Highgate Hill area requires the following considerations for the provision of adequate social infrastructure:

- Realistic assessment of the full range of community infrastructure needs;
 - A shift to higher density living means that the planning and delivery of social infrastructure must take into consideration the current and projected needs of residential, workforce and visitor populations;
- Ensuring appropriate governance arrangements are in place;
 - Community infrastructure planning and provision needs to take place at a number of different levels and scales in a way that harnesses state and local government policies and programs, but also incorporates community sector interests at the neighbourhood level. Integrating the community sector into social infrastructure planning and delivery overcomes a top-down approach to urban planning;
 - The planning and provision of community infrastructure is essentially *a process* that requires adequate time and investment to ensure there is open and wide consultation and community ownership of outcomes. This approach will assist in overcoming the emphasis on providing hard infrastructure.

4.16 Social Sustainability

The multifaceted nature of the concept of sustainability amalgamates social, environmental and economic matters into a new independent entity. Here social sustainability is both a process and an outcome actively supporting the capacity of a society to provide for the safety, care, health, education, leisure, and creative expression of its members in a stable reliable and ongoing manner.

The following definition of social sustainability was developed by the Greater Vancouver Regional District:

For a community to function and be sustainable, the basic needs of its residents must be met. A socially sustainable community must have the ability to maintain and build on its own resources and have the resiliency to prevent and/or address problems in the future. There are two types or levels of resources in the community that are available to build social sustainability - individual or human capacity, and social or community capacity.

Individual or human capacity refers to the attributes and resources that individuals can contribute to their own well-being and to the well-being of the community as a whole. Such resources include education, skills, health, values and leadership. Social or community capacity is defined as the relationships, networks and norms that facilitate collective action taken to improve upon quality of life and to ensure that such improvements are sustainable. To be effective and sustainable, both these individual and community resources need to be developed and used within the context of four guiding principles - equity, social inclusion and interaction, security, and adaptability.¹⁸

There are generally three essential elements to putting in place sustainable social infrastructure. These are:

- Capital resources to finance the provision of physical assets such as buildings, facilities and equipment;
- Recurrent or non-capital resources to enable the provision of ongoing staffing, operational and maintenance costs of infrastructure provision;
- Governance arrangements to ensure there is appropriate planning, management and accountability for the on-going provision of infrastructure.

Delivering on social sustainability requires a focus on achieving outcomes such as:¹⁹

- equity of access to appropriate services;
- effective and viable networks of community groups/organizations;
- mechanisms to facilitate community participation and self-determination;
- effective and appropriate transport systems and accessibility for all members of the community;

¹⁸ Definition developed by Rick Gates/Mario Lee, City of Vancouver, 2002.

¹⁹ Nesbitt, H. Social Sustainability and the planning comfort zone. RAPI conference papers.

- access to information and life-long education;
- demographic diversity – a range of lifecycle groups, cultures and interests;
- sense of place so people identify with and *like* the community they live in;
- affordable and appropriate housing;
- community and personal safety;
- provision of support for local businesses and of local employment;
- opportunities including for socially disadvantaged groups;
- environmental quality;
- physically attractive neighbourhoods and town centre with identifiable lifestyle features; and
- an integrated approach to addressing environmental, economic and social needs.

In terms of infrastructure planning sustainable outcomes would be achieved by incorporating principles of social inclusion (transport services are accessible to older people or people with a disability) and social justice (adequate levels of housing are provided that ensure there is fair and equal access to affordable housing) access to, a range of social and community services and opportunities. Most of all it means that there are local strategies in place that assist individuals and communities to develop relationships, communication systems and mutual trust between groups of people.

4.16.1 Social Sustainability Going Forward

Traditional strategies for community improvement are often predicated on a 'needs-based' approach where external agencies survey community needs, analyse problems and deficiencies and then identify solutions. Asset Based Community Development provides a model that focuses on a community's individual, associational and institutional assets to mobilise these assets to address community-defined issues and problems (McKnight and Kretzmann 1993). This model means communities can be viewed as sites of assets, skills and strengths with the capacity for sustainable development.

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Abbreviations

ABS	Australian Bureau of Statistics
BCC	Brisbane City Council
CBD	Central Business District
DSS	Desired Standards of Service
PIP	Priority Infrastructure Plan
SLAs	Statistical Local Areas
SBR	South Brisbane Riverside
SBRNP	South Brisbane Riverside Neighbourhood Plan
SEQRP	South East Queensland Regional Plan
URB	Urban Renewal Brisbane

Appendix 1

Excerpt from Queensland Treasury Report: *Inner Brisbane reinvents itself: A demographic study of Inner Brisbane's population change*, March 2010

Executive summary

Strong population growth

Continuing growth over the past 15 years had led to a population of nearly 100,000 people in Inner Brisbane (up more than 50 per cent since 1996). Within Inner Brisbane²⁰, the CBD accounted for 43 per cent of recent growth.

Population projections

The Inner Brisbane population is projected to increase by over 40,000 people to around 140,000 by 2031. As land supplies in the CBD and Inner North East are exhausted, growth will be increasingly concentrated in the Inner South.²¹

Age distribution

The age structure of the Inner Brisbane population is distinctly different from that of the broader metropolitan area. It has a significantly larger proportion of young working age adults and a significantly smaller proportion of children and teenagers.

Overseas in-migration

Inner Brisbane has a high proportion of residents born overseas. At 45 per cent, this proportion was more than double the equivalent figure for the broader metropolitan area at 2006, after growing by more than twice the rate in the 10 years prior. For both areas, the United Kingdom and New Zealand continue to be the largest sources of overseas migration.

Education and qualifications

Consistent with the age profile, there are significantly smaller proportions of pre-primary and secondary school students and a larger proportion of post-school students in Inner Brisbane than across Brisbane as a whole. Post-school qualifications are skewed towards university degrees and away from technical qualifications.

Households

²⁰ The area defined as 'Inner Brisbane' is composed of a number of statistical local areas (SLAs) of: Bowen Hills, City-Inner, City-Remainder, Dutton Park, East Brisbane, Fortitude Valley, Herston, Highgate Hill, Kangaroo Point, Kelvin Grove, Milton, New Farm, Newstead, Paddington, Red Hill, South Brisbane, Spring Hill, West End and Woolloongabba.

²¹ The area defined as 'Inner South' is composed of the SLAs of Dutton Park, Highgate Hill, South Brisbane and West End.

Also consistent with the population age profile of Inner Brisbane is its household structure, where 'couples without children' and 'lone person' households are predominant. With the exception of the largely non-resident 'other' households, these types also recorded the largest growth in the 10 years to 2006. The proportion of 'couple families' in Inner Brisbane with children is only around one third that of Brisbane as a whole.

Types of dwellings

While the number of detached dwellings in Inner Brisbane rose slightly in the 10 years to 2006, the proportion of that type fell sharply from 45 per cent to 30 per cent. The number of flats, units and apartments doubled in that period and represented nearly two thirds of all dwellings at 2006. This profile is significantly different from that of the broader Brisbane area, where 80 per cent of all dwellings were detached at 2006.

Households

Nearly three quarters of households in Inner Brisbane were of one or two people at 2006, which is higher than the comparative figure of around 55 per cent for the broader metropolitan area. Two-person households were the most common in both areas at 2006, and showed the greatest proportional increase for both areas in the 10 years prior.

Dwelling tenure and rents

Renting is by far the most common dwelling tenure type in Inner Brisbane. Despite a proportional fall from 2001, half of all dwellings in Inner Brisbane were being rented at 2006. In comparison, approximately equal numbers of dwellings were fully owned, being purchased or being rented across Brisbane as a whole. Rents in Inner Brisbane are significantly higher than the Brisbane average.

Industries of employment

Reflecting the economic function of the CBD, Inner Brisbane had larger concentrations of resident workers in the professional, scientific and technical services; accommodation and food; and finance and insurance services industries than the Brisbane average. Manufacturing was significantly underrepresented in Inner Brisbane.

Occupations

Professional occupations were by far the most common for residents of Inner Brisbane, accounting for more than twice as many employees as managerial and clerical occupations, which were the next most common. This predominance of professional occupations was similar but far less pronounced across Brisbane as a whole.